

NATIONAL MUNICIPAL REVIEW

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The contents of the NATIONAL MUNICIPAL REVIEW are indexed in the *Engineering Index Service*, the *Index to Legal Periodicals*, the *International Index to Periodicals* and in *Public Affairs Information Service*.

The League's Business

William Collins Chosen as Finance Chairman

William Collins, president of Walter Kidde Constructors, Inc., has been enrolled by President Charles Edison as finance chairman for the League's program for a minimum budget of \$110,000 to service the civic revival which has been sweeping the country since the war.

A resident of Yonkers, Mr. Collins has been associated with the Walter Kidde firm for 30 years during the last four of which he has been president. He has been active in Yonkers civic affairs. For several years he headed the Community Chest and the Welfare Federation. Two years ago he resigned from the Board of Education to lead a successful campaign for election of a common council pledged to support Yonkers' council-manager and proportional representation charter. He was reappointed to the board after the election.

Coincident with the appointment of Mr. Collins the League began distribution of a 24-page brochure giving highlights of the organization's 53-year crusade for better local government. Entitled *They Come by Night*, the pamphlet summarizes the story of a southern city's long campaign to get rid of a corrupt political gang. It also tells how the council-manager plan was born, how the League's experts draft model laws that have saved huge sums in local and state administration, how 3,662 separate calls for assistance were answered last year, how the League has worked to improve state government, and how the League was formed in 1894 by Theodore Roosevelt, Louis D. Brandeis and other civic leaders throughout the country.

"The United States, notorious only 50 years ago for the worst local government of any modern nation, is being caught up in a rising tide of civic reform," the pamphlet begins. "A band of Tennessee war veterans captured the front pages in 1946 by emptying Athens of political crooks. Less spectacular assaults on greed or the more prevalent evil of sheer inefficiency have been made by angry voters in such cities as Hartford, Richmond, Ypsilanti, New Orleans, Hoboken, Denver, Steubenville, Hot Springs, Berkeley, Chicago, Augusta and Boston."

Former Governor Charles Edison of New Jersey, president of the League, warns in the pamphlet: "The corrupt influence of the little governments will work up into national and even international affairs. Senators and judges who are the products of local political machines cannot be expected to rise above the ethical level of the environment that produced them when they are given new and greater authority. They are likely to think they can run the nation or the world as they ran the Third Ward."

Copies of the booklet may be had upon request to the League.

N. M. L. Called to Hoboken

The new commissioners elected in Hoboken, New Jersey, in the revolt of independent citizens against the notorious McFeely machine have retained the League's Consultant Service to make an administrative and financial survey of the city.

Dr. and Mrs. Thomas H. Reed have been retained by the Consultant Service to conduct the survey.

William P. Lovett Dies

William P. Lovett, secretary of the Detroit Citizens League and acting president of the National Association of Civic Secretaries, died suddenly July 7 while vacationing with Mrs. Lovett in Asheville, North Carolina. Prior to his civic work in Detroit, in which he was credited with many accomplishments, Mr. Lovett had been a clergyman for seven years and a newspaper reporter for ten years. He was 74 years of age.

(Continued on page 446)

National Municipal Review

Editorial Comment

A Prophet Is Honored

WHEN Manchester, Connecticut, adopted the council-manager form of government recently few of the voters knew, in all probability, that the manager plan was "invented" by a man who was born right there in Manchester.

The Manchester movement for adoption of the plan was well on its way last fall when a speaker from the National Municipal League surprised an audience of 300 there with the information that one of their own native sons was the father of the plan they were considering. It apparently was news to everyone present.

Richard S. Childs, who was to become an industrialist and prominent civic leader, was only a few years out of Yale when he ferreted out the now widely recognized fact that many of the weaknesses of the old ways of running communities could be overcome, by concentrating administrative responsibility in a professionally trained man who was controlled by a small, popularly-elected city council.

In addition to being sound in theory, the manager plan had the highly attractive virtue of working, and its use spread, particularly among cities which had been sloppily or crookedly run. As well over 750 American communities adopted it

and thrived during the ensuing 35 years, its use spread to Canada, Puerto Rico and Eire. Its basic principles were aped to a degree even by many cities which wouldn't go all the way and take the plan whole.

The "father" of the council-manager plan, still strenuously active in business and civic affairs today, can look out over a broad expanse of the world with the knowledge that he has done something fundamental for his fellow taxpayers and for the ideal of making a self-governing system efficient.

As a dramatic aftermath of the recent war, municipalities of all sizes are adopting the council-manager plan at a record rate. It has been embraced even in places which, except for the inevitable inefficiencies which come from bad administrative organization, were quite well run. Manchester appears to have been among these. Indeed, for some years Manchester has had an official who was informally given many of a city manager's responsibilities.

Manchester's distinguished son would probably want no better monument to his memory in his old home town than an efficiently operating government that is designed to be sensitive and effective in carrying out the wishes of the people.

Houston Drops Out

JUST about everyone who believes in democracy will grant that the people will usually vote soundly and intelligently IF they have the facts and know the truth.

Those whose faith in and adherence to a self-governing way of life is firm can see clearly the false manner in which democracy is attacked abroad; but many need to open their eyes to some of the distressing situations here at home which, in the long run, may do every bit as much violence to the ideals to which we adhere.

Houston, Texas, is a case in point. What happened there this summer is deserving of thoughtful consideration.

Late in July the voters of Houston decided 13,432 to 11,159 to abandon the council-manager form of government which they had adopted in the summer of 1942 by a vote of 15,776 to 12,888. Less than one-third of the 90,000 qualified voters expressed themselves.

The 1942 campaign against adoption of the plan and the 1947 campaign to scuttle it both were marked by so much falsity, misrepresentation, half-truth and cynical effort to distort the democratic processes that it is not possible to record the entire story here.

The 1942 crusade for the plan was launched by women seeking primarily to rid the city health department of politics. The opposition threw every possible obstacle in the way, not hesitating to try to raise even racial and religious "issues." Finally, when petitions forced the

question before the people, the bosses played their last card by setting the election date in August when most people wanted to go vacationing or swimming.

Despite all this and much more, the charter forces won. They "drafted" nine prominent businessmen for the city council, who carried out their pledge to employ an outstanding professional city manager.

The accomplishments were dramatic. In the new regime's first year it lived well within its budget and had an operating surplus of \$1,000,000, even though it spent \$80,000 to repair hurricane damage. The city was put on a sound cash basis, patronage politics was eliminated (something brand new for Houston), the health department was rejuvenated with the results that the state health department gave the city the highest milk supply rating it had received in ten years and it was put on the 1943 honor roll of the American Public Health Association. The decrepit water system was completely revamped and a new source of water developed. Despite wartime priorities and manpower shortages, millions were spent on other public improvements neglected by preceding political wasters.

Most significant of all, if the people had only understood, was the fact that the city manager administration gave Houston a postwar program of scope and excellence not surpassed by that of any other city. The voters approved \$96,000,000 in bonds to finance it.

But the opponents of the plan

were not only powerful, resourceful and determined but, unhappily for the people who needed the facts, they controlled the two newspapers with the largest circulation.

The people just didn't get the facts as they would have in most cities. The truth was constantly, cleverly distorted and slanted in the largest newspapers. Any credit due the administration was minimized. Small difficulties which might discredit it were consistently played up. Four years of this constant pounding convinced many intelligent Houston voters that little had been accomplished.

Although the voters turned down an attempt in 1944 by four to one to kill the manager plan, the city manager, in accordance with his high professional code, resigned less than a year later when influential people told him his resignation would save the form of government. These very important people were wrong. The newspapers had a field day distorting this situation, too.

This year's referendum was again set for midsummer, when as few as possible of the voters might be expected to go to the polls, and the machine used various effective devices to poison city employees against the manager plan and to drive them to the polls. This meant a substantial block of 4,000 or more votes.

There were other factors which confused both the people in general and intelligent, well intentioned leaders. There did not appear, for

example, to be adequate understanding of the basic differences between the council-manager plan and what had preceded it. The fact that the mayor continued to be elected at large instead of being chosen by the council as its presiding officer kept the people from becoming aware that full responsibility for administration was the city manager's.

Only one newspaper, the *Scripps-Howard Houston Press*, has consistently sought out the facts and made a real effort to help the people understand them.

The struggle for good government looks difficult in Houston, but it will go on; and perhaps some of the powerful leadership of the city will begin one day to wonder why, if the council-manager plan is as undesirable as many of them seem to honestly think it is, Houston is only the thirty-third city whose people have voted it out in 35 years, while around 800 places have adopted it and seem quite satisfied.

* * *

By way of contrast: When the people of Denver recently voted for a charter convention to revise the city charter, the *Denver Post* assigned some of its best men to analyze the old charter and disclose its defects, to describe alternative forms of government available, and to visit and report on cities which used these various forms.

There's a CONSTRUCTIVE example of civic leadership by a newspaper. Denver seems to be fortunate in more than its climate.

Working Together on Airports

Cooperation of all levels of government, not special 'rights', needed to help solve aviation problems.

By J. HAROLD DE NIKE*

ABOUT twenty years ago the federal government created an agency to regulate and foster civil aviation. Up to the passage and approval of the federal airport act of May 1946, the Civil Aeronautics Administration engaged primarily in building emergency landing fields as adjuncts to the airways system of navigation aids, in advising on expenditure of relief and public works funds on airports, and in administering a program of emergency airports during the war. The federal airport act thus represented the first planned national effort to develop a civil airport system.

This federal legislation will give effect to the so-called national airport plan which the Civil Aeronautics Administration had been formulating in cooperation with appropriate state and local agencies even before the legislation was passed. The act authorized the appropriation of \$500,000,000 in federal funds to be used for airport construction over a seven-year period, which funds were intended to be matched by funds provided by sponsoring municipalities and other public agencies under a formula established in the act.

Since all the projects were for the establishment or improvement of public airports and since most of

those airport projects would be sponsored by municipalities, the federal airport act brought into clear focus the problem of federal-state-local relationships which has been chronic for many years. In the field of aviation some have questioned whether the states have any responsibilities. In fact the State of New York once came close to declaring officially that the federal government should occupy the whole field and that the state would enact legislation "along similar lines," in an assembly resolution passed in February 1920. On the whole this policy has been followed in matters pertaining to the licensing of airmen and aircraft and in defining safety standards. More recently, however, CAA has been urging the states to take on the active enforcement of air traffic rules and even to engage in the licensing of airports. Economic regulations, at least to date, remain almost exclusively a federal function.

The field of airport establishment, operation and maintenance, however, remains one in which federal-state-local relationships are least clear and in which the responsibilities of the three levels of government are least well defined. One school of thought looks upon the states' interest in airport development as resulting from the predominant ownership and operation of public airports by municipalities, which in turn are "wards of the state." To this group the states'

*Dr. De Nike, formerly director of the Bureau of Aviation of the New York State Department of Commerce, is now director of that department's Bureau of Distribution.

interests are at best indirect, stemming from the fact that the interests of the municipalities of the states collectively are "indirectly" the states' interests and the prime responsibility of state governments, particularly in terminal type airports, is that of "furthering the interests of local communities."¹

Each Level Plays a Part

However, in the actual airport planning there is a clear indication that the CAA, the state aviation agencies and the municipalities have each played an essential role. In airport planning it has been demonstrated that the whole is something different from the sum of its parts and that the state has as much interest in facilitating travel within its boundaries as the federal government has in facilitating travel into and out of the state. Besides playing *paterfamilias* to its municipalities in airport development, the state has assumed a responsibility for the promotion and development of a sound system of airports as part of its responsibility for promoting and developing its commerce and industry. Competition among communities for air service and airports, without any coordination at the state level, could easily degenerate into a waste of public funds at the local level which might well eventuate in increased demands for state aid to municipalities.

Upon the recommendation of Gov-

ernor Thomas E. Dewey, in his annual message of January 8, 1947, the New York State legislature passed the Oliver bill providing for state channeling of federal aid to airport development under the federal airport act of May 1946. This new state law² provided for prior approval by the commissioner of commerce of New York State of all projects and project applications submitted to CAA under the federal airport act to insure fair and equal treatment for each section of the state.

The Oliver bill was based upon the model state channeling legislation developed by the Council of State Governments, which during the legislative stages of the federal airport act had vigorously opposed the principle of direct dealing between the federal government and the municipalities of the state on federal aid to airports or on any other local development. Under the banners of "federal supremacy," "states' rights" and "home rule" the halls of Congress had rung with a long debate over whether the federal legislation on airport development should permit direct dealing between the federal government and the municipalities. The final solution represented a compromise: that no municipality could apply for federal aid for airport development if such application were contrary to the laws of its particular state.

The rather legalistic debates on this issue have not altered the fact that a high degree of federal-state-local cooperation is essential to the sound development of public airports. Even before the federal airport act was

¹Lynn L. Bollinger, Allen Passen, Robert E. McElfresh; *Terminal Airport Financing & Management*; Division of Research, Graduate School of Business Administration, Harvard University, Boston, 1946; see page 46, State's Responsibilities.

²Chapter 489 of the Laws of 1947.

passed the Bureau of Aviation of the New York State Department of Commerce had for many months been engaged in cooperating with the airport engineers of CAA and with local authorities in airport planning; and the pattern for New York State which finally emerged in the national airport plan was a result of those joint efforts. In this respect the state channeling legislation merely formalized a procedure which was already being followed with mutually satisfactory results for all concerned.

Role of the States

All of the 97 communities in New York State finally included in the current revision of the national airport plan had been adjudged appropriate for airport development during the next few years by both the CAA and the State Bureau of Aviation. Similarly, the seven projects to which a tentative allocation of funds has been made by CAA under the current (1947) program also represent both federal and state views with respect to the relative urgency of projects in the class three and smaller category.

While it is premature to determine in any final fashion the primary contributions at the state level to the planning and execution of the national airport plan, experience indicates a few generalizations are possible.

To the extent that the state agency is prepared to promote air service and to develop sound research into the community of interest between cities within the state and between those cities and points outside the state, to that extent are the views of the state agency given serious consideration by the CAA in airport planning. In a

word, "states' rights" in this field would appear to be as great as the area of responsibility for the development of the commerce and industry of the state which the state aviation agency is willing and able to assume. Among the functions thus undertaken by the Bureau of Aviation of the New York State Department of Commerce, in cooperation with other agencies of the department and the state, are those of studying the community of interest of its many municipalities, stimulating regional planning, providing technical engineering assistance to municipalities and helping municipalities assemble the economic data necessary to justify inclusion in the federal program.

Besides providing active liaison between localities and the federal government, the state agency has been active in promoting necessary enabling legislation not only to permit the establishment by municipalities of airports and seaplane bases but also to protect their approaches and maintain adequate spacing for safety.

The state looks to the federal government for the development of proper standards of construction, operation and maintenance. The federal government looks to the state for detailed information with respect to local needs, local desires and an objective appraisal of local fiscal capacity for further airport development. The federal government has come to recognize that, while its function in the field of aviation is comprehensive, it is by no means exclusive; and that it is to its own interest to maintain the vitality and responsibility of the state through properly established state

aviation agencies. Similarly, municipalities have come to value the services of state agencies which can give them disinterested advice on the application of federal rules and regulations and their implications.

The pattern of cooperation which is thus emerging is one which throws light upon the possibility for a healthy future trend in federal-state-local relationships based upon appreciation of the potential contributions of each level of government to projects affecting them all. Most people who think about such matters at all, and more particularly students of administration, have long since tired of legalistic debates on "states' rights."

We Americans, however, are extremists and, having discovered the barren character of the time-worn shibboleth, may overlook some basic values which the doctrinaire "states'-righter" has rendered distinct service in promoting. The barrenness of traditional states' rights argument lies, I believe, essentially in a naive concept of political power or authority. Such power is viewed as a constant quantity—a pie, let us say. Therefore if the federal, state and local governments each strive for a portion, the more one gets the less is left for the others. Something like this exists in the perennial war between the executive and legislative branches of government—it is assumed that the way to strengthen the legislature is to weaken the president or governor.

Similarly the dogma of states' rights has usually taken the form of seeking to oust the federal government from a field or to prevent it from entering. Where the federal bu-

reaucracy has taken on any function increasingly close to a field, function or clientele served by the state bureaucracy, the tocsin is sounded and the faithful rally to guard jealously our state prerogatives. But a fire alarm doesn't put out the fire.

Areas of Usefulness

I prefer to view public service as a rivalry between all public and private administrators to serve the public. It is not a governmental monopoly, much less a private preserve of any one level of government. It is true that the competition is regulated competition under our constitution and federal system. It is also true, however, that the area of public service—and hence of political power and authority—is not a *quantum* to which "the more there is of the more, the less there is of the less" can aptly apply.

All levels of government have even greater areas of usefulness than we have ever enjoyed—but they must win "the consent of the governed" by positive and vital activity at each level, not by seeking to impose artificial and negative restraints upon their rivals in public service.

To summarize on this particular point, the practical way for any federal, state or local function or functionary to win public support is by presenting a positive program of appropriate action. Increased federal or state activity in a given field need not narrow it for the other level of government. There's always plenty of room for better public service.

The problem of duplication, confusion or frustration of effort, however, immediately arises. This is

sometimes dealt with as a problem in "cooperation." But this concept, besides being vague, is too limited. It assumes that a federal and state agency, both engaged, let us say, in providing technical airport planning and engineering service to municipalities, should merely "live and let live," exchange information on field visits and recommendations, and confer on differences.

It is all right as far as it goes. But the rivalry for public service should take a leaf from the book of business. "Product research" should be continuous, with each level of government seeking to determine what service it is peculiarly qualified to render. The state aviation agency should study the common problems of the municipalities and promote state and regional planning of airports. It can do this because it is in a strategic position to know the state economy and to mediate between competing municipalities. It can study the need for local enabling legislation and recommend measures to permit sound airport development and management.

The state's interest thus is not "indirect," flowing from the fact that the localities have a "direct" interest and are "wards of the state." Here, again, there is plenty of appropriate and positive research, programming and action to be undertaken at all levels and also by private enterprise.

In conclusion, the area of public service should be likened to an unexplored territory challenging exploration, rather than a well settled continent of federal, state, local, public and private "nations" each jealous of its prerogatives, fearing aggression

and making "treaties" to maintain the *status quo*. A country and people as vast and varied as ours needs both uniformity and diversity in its laws and regulations, as it has in its customs. There is a proper balance, a division of function, to be worked out in cooperation among public servants at all levels of government. It must be worked out in the professional spirit. In the aviation field this is already well under way.

It follows that public officials have responsibilities rather than "rights." The court of public opinion is not a court of law. The states, if they have any "rights," must win them in the open market of public service through public acceptance—not by misrepresenting their rival's product or passing laws "in restraint of trade."

By the same token federal officialdom, particularly when it seeks state enforcement of federal standards, should seek state participation in the formulation of those standards. Last but not least, when it undertakes a program of service at the local level, it would seem to be merely good programming to determine whether the states have already undertaken the same or similar programs.

This is basic not only to later cooperation; it is an elementary phase of sound administrative planning. Cooperation is not working at the same thing together but working in harmony on different aspects of the same thing. Federal and state officials can and should share objectives information and techniques; but they cannot share functions as long as we have a federal system of government.

30 Years with Manager Plan

Wichita turns out for 'Know Your City' week celebration to mark anniversary of change with civic festivities.

By PAUL DANDELLEY*

MORE than 6,000 residents visited the Wichita, Kansas, city hall during a seven-day period proclaimed by Mayor Charles S. Ritchie as "Know Your City" week.

This celebration, held to commemorate the city's 30th anniversary under the council-manager plan, was sponsored by the Public Affairs Committee of the Wichita Chamber of Commerce. Plans for the week-long observance, which began April 27 and ended May 3, were laid weeks in advance by this committee in cooperation with Wichita city officials.

Thanks to the whole-hearted assistance of Wichita's two daily newspapers and three radio stations, there were few Wichitans who did not know about "Know Your City" week. Constant repetition of celebration details kept fresh in the minds of most citizens the fact that the public was invited to attend "open house" activities at their city hall, the police station and the city library on the fifth night of the celebration. Civic clubs, schools, churches and other organizations helped to publicize the event. Because of the combined effort of all these groups thousands turned out on the night of May 1 to visit displays and exhibits calculated to show the inner workings of an efficient council-manager municipal organization.

Weeks prior to the celebration City Manager Russell E. McClure was

laying plans for the city's part in the observance. David D. Rowlands, planning and research assistant for the city, was appointed coordinator of planning. He worked directly under the city manager in organizing a program that would be practicable yet comprehensive enough to make the function of the city government understandable.

First, department and division heads were informed on the various phases of the celebration through meetings and a succession of instruction sheets. The final and most comprehensive of the instructions set forth the purpose of the celebration, tabulated the schedule of events listed for the week, and gave particular attention to exhibit space available in the city building. Each department head was made responsible for his own departmental exhibits and displays, and all officials were asked to compile statistics from which instructive news articles could be prepared.

It was at this time that the newspapers and radio stations started playing their part. Radio "spot" announcements plugged away at the job of reminding Wichitans of the approaching celebration. News articles and features, which later were concentrated on activities during the special week, carried the story of city government organization in Wichita, the development of staff and operating functions, and the history of the city's government.

*Mr. Dannelley is research aide for the City of Wichita.

Consequently, besides the thousands of Wichitans who attended displays and exhibits during open house, additional thousands were informed on their city government. During the whole of the celebration, Wichita newspapers carried a total of 369 column inches of educational publicity and the three radio stations broadcast seventeen interviews with city department and division heads. This was in addition to the city's regularly scheduled 30-minute broadcast, which originated from the city building during open house activities May 1.

Interest in Good Government

Another important contributor to the success of "Know Your City" week is the traditional interest which Wichitans display in good government. Since the inception of the council-manager form of government in 1917, more and more citizens have shown an interest in city organization.

City officials were particularly encouraged during the special week by the fact that at least half of those persons attending open house activities were young people. This observation was borne out by Chet Ellis, city clerk, who pointed out that a large percentage of visitors studying city records during the display was composed of high school and college age youths. This can easily be explained by the fact that courses in government are stressed in Wichita public schools. Cooperation between city administrators and the political science department at the University of Wichita has become a tradition.

"Know Your City" week is not entirely new to Wichita. The first

such celebration, also sponsored by the Public Affairs Committee of the Chamber of Commerce, was held in 1942 when the city observed its 25th anniversary under the council-manager plan.

Robert Foulston, prominent Wichita lawyer who was the city's first attorney after the city began operating under the council-manager form of city government, was chief speaker at the "kick-off" luncheon for the week, held April 29 by the Public Affairs Committee. The topic of his address, "Good City Government," was given considerable publicity in the press and attendance was good at the luncheon. Honor guests were the outgoing city commissioners, Frank Coleman, Gene Moriarty and Phil Manning; and the entire new city commission, Mayor Charles S. Ritchie, Robert E. Israel, William C. Salome, Dr. L. A. Donnell and Earl K. Duke, together with City Manager McClure. As city attorney in 1917 Mr. Foulston was one of the leaders in the effort to secure adoption of the manager plan for Wichita.

Here is the schedule for "Know Your City" week activities as announced by those in charge:

Sunday, April 27, most church programs will include mention of the "Know Your City" week and its connection with the 30th anniversary of the council-manager form of city government here.

Monday, April 28, announcement of the week's activities, including an invitation to the open house Thursday night, will be made at all city schools.

Tuesday, April 29, the Public Affairs Committee of the Wichita Chamber of Commerce will give a luncheon honoring the present city commissioners and the three who have just retired.

Wednesday, April 30, city employees will have a dinner honoring those who

recently completed a specialized course in personnel administration.

Thursday, May 1, from 7.30 to 10 P.M., an open house will be held at the city building, the city library and the police station.

Friday, May 2, a luncheon sponsored jointly by the Public Safety Committee and the Fire Prevention Committee of the Wichita Chamber of Commerce. Feature of the meeting will be presentation of the various police and fire safety awards won by the city of Wichita for 1946.

Presentation of certificates to city employees satisfactorily completing a course in personnel administration was purposely scheduled to occur during "Know Your City" week. The course, a classroom affair under the direction of Dr. Hugo Wall, head of the political science department at the University of Wichita, had been recently completed. Wichita newspapers carried articles listing the names of the 44 persons completing the course and giving some attention to "in service" training programs for city employees.

Thousands See Exhibits

The open house on May 1 was the highlight of the entire week, and thousands of Wichitans viewed displays and exhibits. A visitors' registration book and a suggestion box were strategically situated on the first floor of the city building. Uniformed fire-fighters acted as guides. "The Voice of the Citizen," a city-sponsored radio program held weekly, was recorded by wire at the open house and played back over KFBI at 9 P.M. For this program city department and division heads were interviewed at the site of their exhibits.

All operating departments in Wichita's city government had prepared displays. On the first floor of the city

building were located the city clerk's exhibit, a fire display and a scenic park department fountain exhibit. Featured in the city clerk's display were old city records, some of them dating back to the incorporation of the city. The city clerk was on hand to explain to visitors any points of special interest.

Other displays were located throughout the building, and the fire-fighter guides kept the stream of visitors moving. All city employees present wore identification cards listing name and division or department.

The display of the city's municipally-owned water supply and purification plant, a service department activity, was built around a cartoon character, an animated drop of water. The special poster character was used to illustrate various bits of pertinent water supply information. Besides the posters, the water division display included charts, graphs and photographs showing the scope of the overall water supply function in Wichita.

Cut-away sections of representative house types were featured in the building division display. Other phases of the building inspection exhibit included types of electrical wiring now recommended, examples of governors and other mechanical equipment used in elevators in Wichita buildings, and recommended types of plumbing. Building inspection employees explained charts and graphs showing the city's current record-breaking building boom.

Service department displays ranged from traffic signals and photographic exhibits to Recordak (microfilm) equipment and sections of sewer tile.

A street "flusher" machine was on view in front of the city building. The over-all display included traffic engineering equipment, drawings and volume charts showing the sewage disposal function, and latest copies of the Wichita street map.

Hiring a Policeman

How a police applicant is hired was the subject of a "sequence" photographic display prepared by the city's personnel division. One photograph showed a group of ex-GI's taking the competitive examination for appointment as police officers. A second showed one of the high ranking men being interviewed, a third showed him being sworn in, and in the final photograph he was on duty at a busy Wichita intersection. Other photographs, together with a copy of the city's personnel manual, were also included in the personnel display. Copies of the *City Employee Bulletin* were exhibited as one of the employee relations activities sponsored by the city.

Displays at the police station ranged from the city's lie detector used in questioning suspects to opium pipes confiscated more than twenty years ago. Visitors were also shown through the city jail. At the city library, visitors went through the stacks and were shown how damaged books are repaired or rebound.

Health and park department displays were well attended, as were a series of three different motion pictures which were shown all evening.

Wichita's five-man board of city commissioners was on hand in the commission chambers to greet visitors

and City Manager McClure also greeted visitors in his office.

Starting time of the open house saw dozens of Wichitans already assembled to make the tour through the city building, and although thousands attended the two and a half hour affair, the accommodations were such that there was little crowding until the halfway mark was reached in the evening's activities.

Many photographs were taken of the event and one or more may find its way into the city's annual report for 1947.

Proper planning and preparation were two major factors which contributed to the success of the venture. Department and division heads had carefully chosen representative pieces of equipment to show the type of service being performed by their particular segment of the local government. Painstaking thought preceded the preparation of charts and graphs to show work volume and the quality of service.

Those who viewed the exhibits left better informed about their city government. With little effort the layman could learn just what portion of the total property tax in Wichita is accounted for by the city's requirement; he could learn how the tax rate compares—and how it has compared for the past twenty years—with other first-class cities in the state; he could learn what portion of the city's total operating budget is made up through property tax requirement; he could learn how the municipal debt has been pared since 1943; he could learn the scope of the water supply, sewage

(Continued on page 446)

Always Fun in New Orleans

Both political machines and reformers try to dodge merit system, but its use has brought measurable progress.

By W. V. HOLLOWAY*

THE political picture in New Orleans is never dull. The city, famous for its Mardi Gras, gambling and Oysters Rockefeller, takes its politics in the same gay spirit that it takes its carnival balls. Machine politics in New Orleans and its control over elections are as traditional as its Creole cooking and chicory coffee. The Choctaw Club in downtown New Orleans, across St. Charles Street from the city hall, is the headquarters for the political machine, known as the Old Regular Democratic Organization, that until May 1946 had long dominated the city's political scene.

There were periodic reforms, of course, but few were permanent, and the city's political leaders paid little attention to them. The 1940 legislature under the leadership of Governor Sam Houston Jones enacted several laws of a reform nature, some of which were applicable to city government. One of these provided for a merit system for New Orleans municipal employees. This law, as amended, did not become effective until January 1, 1943, and therefore did not immediately upset the machine's control over city government.

As in other machine dominated cities, one-man control has been the rule rather than the exception. For

many years Martin Behrman was both mayor and boss. Until Huey P. Long was elected governor of Louisiana in 1932, the city machine frequently combined or made deals with the state organization and had a strong hand in state politics.¹ The city "Old Regular" machine opposed Long, who organized a rival machine, the Louisiana Democratic Association, and for several years the two were bitter rivals.

The Long-controlled "sack of potatoes" legislature sharply curbed city powers and revenues by special laws. It forced the incumbent mayor, T. Semmes Walmsley, to resign and the Kingfish appointed Robert S. Maestri, state conservation commissioner, mayor for the unexpired term. Mayor Maestri served without having been elected until 1940, when he defeated his independent opponent. Meanwhile, however, the two city machines, the "Old Regulars" and the Long organization, combined under the leadership of Mayor Maestri and in 1936 the legislature enacted a new charter for the city greatly strengthening the mayor's powers.

This new charter, which was never submitted to the electorate for approval, made the mayor the legal appointing authority for the majority of city departments and made him an *ex officio* member of most of the city

*Dr. Holloway, formerly chief of the classification division of the New Orleans City Civil Service Department, is associate professor of political science at the University of Tulsa.

¹George M. Reynolds, *Machine Politics in New Orleans, 1897-1926* (1936), especially chapters 7-8.

boards and commissions. Thus, the mayor became the legal as well as the political dictator of New Orleans. There was no organized opposition. The machine controlled the elections; it controlled the registration books and appointed all election officials; it could appoint and remove at will all city and parish employees. Indeed, the Maestri organization appeared destined to remain in power for years to come. Certainly it was as complete a dictatorship as existed in America.

Long Cohorts Dethroned

But all was not quiet in the Bayou country. Without warning a political storm of cyclonic velocity swept most of the remnants of the old Long machine out of state office. In 1940 the state machine lost the governorship, key administrative officers, and a majority of the legislative members.² The Maestri machine, heretofore almost unchallenged, was able to carry New Orleans by a mere 15,000 votes.

The "Old Regular" machine does not differ from political machines in other cities. The city is divided into seventeen wards and the wards in turn are divided into precincts.³ The governing body of the organization is a caucus, consisting of seventeen ward leaders. The caucus is a self-perpetuating body and each ward leader chooses his precinct captains. As in other cities, the source of the

machine's strength was patronage, granting favors, and using money.

This, then, was the political picture at the time the civil service law went into effect in January 1943. The New Orleans law is very detailed and deals in one way or another with all phases of modern public personnel administration. The framers of the law desired to make the City Civil Service Department independent of the city government and machine politics. To this extent a majority of the commissioners, the director of personnel and the staff members are not appointed by the mayor or commission-council⁴ of the city. The law provides that the State Civil Service Commission shall appoint two of the three city civil service commissioners and the commission-council shall appoint one. The director of personnel and staff members are appointed on the basis of competitive examination.

During the formative years of a civil service system in New Orleans, numerous political and other difficulties were encountered. In the first place, the department commenced operations during the war and was faced with the usual war-time problems including manpower shortages, low salaries and defense industry competition. The "Old Regular" machine did not fail to take subtle advantage of these conditions. As there were no eligible registers during and immediately following the position-classification survey, department heads employed their personnel through ward leaders and made provisional appointments. These employees had no pro-

²For an analysis of the Louisiana Democratic primaries in 1940, see "The Crash of the Long Machine and Its Aftermath," by W. V. Holloway, *Journal of Politics*, August 1941, pages 348-362; "It Won't Be Long Now," by S. S. Sheppard, *NATIONAL MUNICIPAL REVIEW*, April 1940, pages 228-231.

³There are 263 precincts in the city. Neither wards nor precincts are even approximately equal in population or area.

⁴This term is the official title of the legislative and administrative body of the city.

tection under the law and could be removed at will which, of course, facilitated machine discipline.

Even after eligible lists were prepared and names certified, appointments from registers were not always made. Department heads frequently ignored the lists as long as they could; in other cases they would "run down" the jobs, scaring the eligible applicants by exaggerating the difficulties and unpleasantness of the work, emphasizing low pay without expectation of salary advancement, and by similar devices causing applicants to refuse the jobs. This, of course, enabled provisional employees, politically appointed, to remain on the jobs without taking examinations.

Political Opposition

Though not so apparent at first, as time went on political opposition developed in administering the classification plan. Although given an opportunity to appeal their original allocations, relatively few employees took advantage of this opportunity. Following the close of the 1944 legislative session, however, employees realized that the civil service system, unlike some of the previous ones, would be permanent and appeals became more numerous. Employees, ward leaders and precinct captains used various devices to get certain positions allocated to higher classes. These devices ran the gamut from promising favors to threats of dire political results.

At times salaries of certain employees or even groups of employees were raised above the legal maxima authorized by the pay plan. On at

least one occasion the mayor, while surveying a street maintenance job, promised two workmen salary raises. At the time both were receiving the legal maximum pay for their class. The Civil Service Department rejected the increases but in doing so did not become more popular with employees.

On another occasion all clerks, with one exception, in the Drivers' License Bureau were secretly raised above the maximum for their class. These raises were approved by the commissioner of public safety, an "Old Regular" ward leader. After several months the department learned of the pay increases through a complaint by the employee who had not received an increase and who had been told that the Civil Service Department would not allow her to receive one. These increases were, of course, denied, but in merely administering the law the department became more unpopular with many employees, the very persons the law should benefit.

In addition to these tactics there was considerable popular misunderstanding over what authority the law gave the Civil Service Department. As is so often the case with reform legislation, the advocates of civil service, including a friendly press, frequently made claims of reform and changes that could not be legally carried out, except in an indirect way. Apparently many people thought the Civil Service Department should be the city manager of the city. Some believed the department should stop all deadheads, prevent payroll padding, eliminate inefficiency and keep all employees, including numerous

street inspectors, on the job during working hours. The fact is that the department had little authority to do any of these things. These matters were internal departmental affairs, but the Civil Service Department was successful indirectly in preventing payroll padding by having eligible lists for many classes of work. Ward leaders frequently inquired if there were eligible registers and if so no appointments would be made.

Perhaps the most startling and erroneous statement regarding the duties of the department was made by the city's consulting accountant following deadhead, payroll, and other scandals in the refuse collection unit of the government. When the scandals of alleged fraudulent payrolls and mishandling of funds were made public through the newspapers, the consulting accountant announced that since the merit system had been in effect it was his understanding the Civil Service Department was supposed to audit payroll accounts of the general fund departments and, therefore, the city auditor's office had not done so for over three years. This obviously was an attempt not only to "pass the buck" but also to show that the Civil Service Department had been inefficient and negligent in the performance of one of its duties. The statement did very little harm and was a boomerang to the machine, but it showed the extent to which the machine went in its opposition.

Some Success Achieved

Notwithstanding political opposition, failure on the part of certain departments to cooperate, and misunderstanding of the functions of a

central personnel office, the New Orleans Civil Service Department was able to achieve considerable success during the first three formative years. During the first year, with the assistance of the Public Administration Service, a complete classification plan covering over six thousand positions was adopted. A compensation plan, exclusive of the Fire and Police Departments and the Sewerage and Water Board, was adopted. Legal difficulties prevented adoption of a sound and equitable plan for these three agencies. Both plans were currently administered and kept up-to-date. While both were amended to meet new conditions, the basic plans, including position allocations, were maintained notwithstanding pressure and numerous appeals.

Another achievement of the department, though not necessarily over political opposition, was the preparation of individual folders containing the personal and employment records of each employee in the classified service. The result was that for the first time in the history of the city there were available employment records containing the personal history, address, classification and salary of each employee.

Notwithstanding the fact that the department had to compete with war industries, it was reasonably successful in attracting a large number of capable employees. A program of positive recruitment was inaugurated. Special releases and announcements were prepared and distributed to local newspapers and radio stations. The universities, public and parochial schools, and vocational and business colleges were visited by staff members

seeking interested and qualified personnel for the city. This was a wholesome step in the direction of engaging in service rather than control functions. In addition during the first two years 67 examinations were administered and 834 persons qualified and were placed on eligible registers.

The Civil Service Department was instrumental in establishing a credit union for permanent employees. It also inaugurated an in-service training program and was active in trying to sell this program to department heads. In this respect only partial success was achieved. During 1944, however, the first full year of the training program, courses were held for five classes of work, including courses for fire apparatus operators and for instrument men and draftsmen, with an enrollment of 179 employees.

In January 1946 another political revolution took place in New Orleans. Mayor Maestri and three out of a total of four "Old Regular" commission-council members were defeated in their campaign for reelection. The new administration headed by Colonel de Lesseps Morrison was elected on a reform ticket. Though its majority was not unusually large, the "Old Regular" machine, thought to be unbeatable in the city, was repudiated at the polls. Prior to the election the new mayor and one member of the commission-council had supported the civil service law when it was before the legislature in 1940.

Notwithstanding the public announcements and records of the successful candidates, at first there was some evidence showing that the new

regime in reality was not too sympathetic with the merit system but was anxious to build a rival political machine. After the inauguration the new administration removed provisional incumbents and put in their own backers wherever possible. Also some permanent "Regulars" were dismissed for cause and others lost their jobs by abolition of their positions through departmental reorganizations.

Undoubtedly some of the layoffs under the guise of reorganization were for political purposes and in a few instances the new administration resorted to the old practice of abolishing positions and creating new ones with different qualification requirements. While this action was legal, it did violate the spirit of the merit system. On the whole, however, there was greater cooperation than previously existed.

Thus, it goes. The Civil Service Department is continuing to carry out the requirements of the law to the best of its ability. The department has emphasized, in so far as has been legally possible, the service aspects of personnel administration. When one considers that for a number of years personnel policies and practices in Louisiana and New Orleans were extremely bad it is believed that considerable progress has been made since 1943.

This is not to say that everything has worked out perfectly. The Civil Service Department has not in all instances accomplished its purposes. But the shortcomings should not cause one to lose sight of the success that has been achieved, and even more progress should be made in the future than has been made in the past.

Cambridge Does It Again!

Manager plan brings efficient government, debt reduction, salary increases, while lowering tax rate for sixth year.

By JOHN O'CONNOR*

AFTER talking for ten or fifteen minutes with City Manager John B. Atkinson of Cambridge, you can't help but draw the conclusion that, if he or any other competent business man were placed in charge of Boston's city government under the Plan E¹ system, he couldn't avoid knocking from \$10,000,000 to \$20,000,000 off the city's record-breaking \$63,000,000 budget.

Mr. Atkinson, who has just piloted Cambridge to its sixth tax rate reduction in as many years, doesn't make this claim. He doesn't have to. His record does, however, because it shows with startling clarity that efficiency and economy in government are bound to come through the door whenever politics are thrown out the window at city hall.

Aside from Boston itself, whose citizens have been denied by the Massachusetts Senate the right to vote on adoption of the Plan E form of government, there is scarcely any Massachusetts city which loves its politics more than Cambridge. Prior to Plan E in 1942 there was always a hot political story out of Cambridge, some of them of the unsavory

variety. The city is still politically alert, but nowadays a greater number of Cambridge residents participate in and want to know more about their local government. With Plan E now an established success, they are anxious to make a good government even better.

To thousands of Massachusetts city dwellers who have become cynical about being "taken to the cleaners" by their politicians every year, the Cambridge feat of reducing its tax rate from the pre-Plan E figure of \$46.30 in 1941 to \$35.50 in 1947 is a mystifying eye-opener.

Tax Reduction Unique

A tax reduction of \$10.80 over the past six years—without the expedient of long-term borrowing—does seem to be some sort of sleight-of-hand municipal financing, particularly when practically every other city and town in the commonwealth has been forced to increase tax rates.

Second only to Boston as the biggest industrial city in the state, Cambridge, with its steadily declining tax rate, has attracted about \$10,000,000 in new industries. The only other Massachusetts cities having tax rates lower than the \$35.50 Cambridge figure are Gardner, Holyoke, Newton and Quincy, and none of these lowered their rates this year, as Cambridge did.

"Watch the pennies because they add up fast," Colonel Atkinson re-

*Mr. O'Connor is a member of the editorial staff of the *Boston Herald*, in which this story appeared on July 27.

¹"Plan E", an optional law which may be adopted by petition and popular vote in any Massachusetts city except Boston, provides the council-manager plan of government with proportional representation for the election of the city council. EDITOR

peatedly tells his department heads, over whom he has absolute control. "Spend the city's money as if it were your own."

But there is more to the story than this.

When Atkinson, Cambridge native and successful shoe manufacturer, was appointed city manager and took office January 1, 1942, the city's debt was more than \$12,000,000. Today it is less than \$3,000,000, and the city hasn't borrowed for five and one-half years.

Personnel Policy Gets Results

To begin with, Atkinson found he had on his hands 300 unnecessary employees whose salaries did not show in the budget. Every year, up to that time, the city borrowed \$500,000 or more for street construction, but spent it instead on maintenance or salaries.

Atkinson didn't start swinging the axe indiscriminately, however. In fact, only five out of 2,500 city employees were fired outright, and those for cause. Cambridge just stopped replacing employees lost through death or retirement, and it bought many labor-saving devices. It took two years through this method to restore the personnel quota to normalcy.

"Those labor-saving machines helped a good deal," said Atkinson. "In 1941 we had nearly 100 street-cleaners pushing brooms. Now we have only three. Mechanical sweepers are now used to keep the city cleaned up, and they do just that. As for the men complaining about eliminating jobs, I haven't found one yet who would rather keep on using a pick and shovel instead of

a compressor or a mechanical shovel."

Cambridge city employees, even common laborers, don't complain because they are the highest paid in the state. A laborer who received \$30 a week in 1941 now gets \$43.50. Semi-skilled workers are paid up to \$50. All now get sick leave as well, and they don't abuse it. Atkinson and other officials found many skilled workmen on ash and garbage removal crews, and they quickly assigned them to other and better paying work, such as painters, carpenters, electricians and plumbers.

Through energetic court action by City Solicitor John A. Daley in the collection of money owed the city by surrounding communities for welfare cases treated at the Cambridge City Hospital, the income of that institution has jumped from \$121,000 in 1941 to \$360,000 a year today.

Garbage Pays

Once the city received \$8000 a year for its garbage. Today, through competitive bidding, it gets \$36,000. The municipal incinerator is now operating on one shift instead of three, and the city is salvaging paper thrown away by its citizens. The result—an annual saving of \$95,000.

The new parking meters installed in Cambridge have borne out Atkinson's profitable practice of "chasing pennies." It cost \$24,000 to put in 420 meters, which in four months brought in \$17,000 in net revenue and for this year will yield \$50,000. The city is going to use their present earnings to install 800 more meters because they afford parking spaces in Harvard and Central

Squares, which formerly were occupied by out-of-town motorists who left their cars there all day and went into Boston on the subway.

Cambridge didn't have a single snow plow in 1942. Now it has 33, in addition to other snow fighting equipment. Snow removal costs have been cut from the amazing figure of \$240,000 a year to the equally amazing figure of \$15,000 a year—or \$110 per mile. The secret of this is that the city now does its own work, all of it. The contractors get none of it, and that explains why Atkinson is not popular with them.

Many of the die-hard Plan E opponents claim that the city has lowered its tax rate by raising valuations unmercifully. Valuations have been raised, but entirely within reason. Where the city used to set aside between \$300,000 and \$800,000 a year for real estate abatements, only \$137,000 will be earmarked this year.

These economies and this type of efficiency are the forces that are contributing to the reputation of Cambridge as a well run city, to Plan E as a model form of government, and to John B. Atkinson as a capable, resourceful and well informed city administrator.

"You'd better not make me out

too much of an authority on this thing," cautioned the colonel. "Until I took the oath of office in 1942, I hadn't been in city hall for twenty years."

30 YEARS WITH MANAGER

(Continued from page 438)

disposal, police and fire services which he buys with his tax dollars; how much good the city's health programs and inspection surveys do him. In short, the Wichitan attending the open house probably learned more about city government during his brief visit than he had learned by hearsay during the past ten years.

"Know Your City" week was concluded on Friday with the joint luncheon sponsored by the Public Safety Committee and the Fire Prevention Committee of the Chamber of Commerce. This luncheon, at which traffic and fire safety awards won on a state and national level in Wichita for the year 1946 were presented, was also purposely scheduled to occur during "Know Your City" week. Wichitans are proud of the dozens of state and national traffic and fire safety awards they have won during the past several years—and judging from their interest in "Know Your City" week they are also proud of their city government.

(LEAGUE'S BUSINESS—Continued from page 426)

New Editor for 'Local Affairs Abroad'

Dr. James E. Gates, of the staff of the Bureau of Public Administration, University of Virginia, has accepted the editorship of the REVIEW's Local Affairs Abroad department, making his bow in this issue. Dr. Rowland Egger, director of the bureau, will remain a member of the REVIEW's staff as consultant and adviser on foreign affairs. Dr. Gates succeeds Dr. Edward W. Weidner of the University of Minnesota political science faculty.

Centralization vs. Home Rule

Ohio cities' plea for taxing power contrasts with North Carolina's experience with absorption of local functions.

By PAUL W. WAGER and HARVEY WALKER*

EDITOR'S NOTE.—This is the third of a series of three articles, edited by Dr. Wylie Kilpatrick, of the Bureau of the Census, from a round table discussion on intergovernmental fiscal relations at the December 1946 conference of the American Political Science Association.

AMONG the most persistent questions in the fiscal relationship between state and local governments are, first, the extent to which the state should assume the financing of traditionally local functions and, second, the desirability of granting localities new tax powers.

In this article, the experience of North Carolina, which is outstanding in functional reallocation, is summarized both as to the nature and tax consequences of the functional shifts. Current proposals to extend city taxing authority are analyzed for Ohio, where a severe property tax limit gives more than usual urgency to the need for an ampler local tax base.

The Ohio proposals, it may be noted, should be considered in conjunction with similar measures discussed in the two preceding articles of this series.¹ Functional reallocation and new local tax powers are not necessarily conflicting, for each

may be considered as part of a broader program of fiscal readjustment. A central problem is the extent to which each should be employed, in conjunction with state aid to local governments, in resolving increasing fiscal strains of cities, counties and school districts.

Dr. Wager on North Carolina

Features of North Carolina's intergovernmental fiscal relationships which are unique, declares Dr. Paul W. Wager, have been so publicized as to require only recapitulation.

In 1931 the state took over the maintenance of all secondary as well as primary roads, and since that time the administration and support of highways outside cities has been exclusively a state function. Until the winter of 1945-46, North Carolinians expressed almost universal satisfaction with the arrangement.

During the war both primary and secondary roads deteriorated. This was due more to shortage of labor and equipment than to shortage of money, though highway revenues shrank from \$45,000,000 in 1941-42 to \$33,000,000 two years later. Inability to obtain road machinery, together with a shortage of labor, prevented prompt reconditioning of the roads at the end of the war. Combined with unseasonable rains, these factors caused the dirt roads to get in the worst shape they had

*Dr. Wager is professor of political science at the University of North Carolina; Dr. Walker is professor of political science at Ohio State University and director of research of its Bureau of Legal and Governmental Research.

¹See the REVIEW, June, page 321, and July, page 382.

been in since the state took them over fifteen years ago.

Consequently, some counties demanded that one-third of the gasoline tax revenue be returned to the counties where collected to be expended by local authorities. At present, however, major attention has been given to the secondary roads, and 8,741 miles of them have been made suitable by soil or macadam treatment for all-weather use. The demand for a change of administration has subsided.

In 1933 the state assumed the entire operating cost of the public schools and appropriated \$16,000,000 for the purpose. This year it will expend \$49,000,000 for the same purpose; the increase reflects an added grade in the elementary schools, an added month to the school term and a steadily rising salary scale for teachers and other school employees.

Although the appropriation for public schools accounts for 68 per cent of all appropriations from the general fund of the state, teachers are woefully underpaid. They succeeded in getting a 30 per cent increase in 1947, but even that is insufficient. Two counties and several cities now pay salaries supplementary to state salary rates. Some of these units will increase their supplements next term and perhaps additional units will vote them; but the teachers will not be, nor can they be, adequately paid until the counties generally supplement the state salary schedule. Since the counties with relatively high tax rates now may feel unable to do so, the richer

counties may attract the better teachers by paying supplementary salaries.

No phase of county government has witnessed a greater expansion in both scope and cost in the last ten years than public welfare. This is due primarily to the passage by Congress of the social security act in 1935. Since North Carolina counties already had smoothly functioning welfare departments, the administration of most phases of the social security program was lodged at the county level. Generally speaking, the cost of matching federal funds is borne equally by the counties and the state. A small equalizing fund provided by the state, however, eases the burden somewhat on the poorest counties. Although a typical county now bears only about one-fifth the cost of the major forms of public assistance, the county contribution to public welfare is much greater than it was a decade ago. The quality and adequacy of the service is, of course, infinitely better.

No less phenomenal has been the expansion in the field of public health, a program administered either by individual counties or by districts composed of two or more counties. Only five cities constitute independent health units. In a recent year the average county health budget was \$19,260, or 56 cents per capita. Analyzed according to source, 52 per cent was raised locally, 8 per cent came from the state, and 40 per cent came from other sources, principally the federal government.

Notable progress has been made

in the last few years in providing library service to the people of North Carolina. Impetus was given to this cause by an appropriation of \$100,000 in 1941 for aid to county libraries. Each succeeding legislature has increased the appropriation, so that it is now \$175,000 a year. Library service has been established in 83 counties, the county's contribution in the early years normally being somewhat less than the state grant.

North Carolina, like several other state, is about to launch another program of public service—one in the field of medical aid. The state ranks low in doctors, nurses and hospital facilities. It ranks low in the health of its people. It holds the unenviable distinction of having had relatively more young men rejected for military service than any other state.

The people are chagrined and aroused and determined to remove this blot. The 1947 legislature inaugurated a \$48,000,000 hospital construction program by appropriating \$6,250,000 for local hospital construction and an additional \$3,790,000 for building and equipping a four-year medical school and teaching hospital at the University of North Carolina. About one-third of the total cost of the program will be borne by the federal government under the provisions of the Hill-Burton act. In addition the program calls for increased aid to the indigent sick and loans to medical students.

In 1928-29 state taxes represented 32 per cent of the total state-

local tax payments in North Carolina; fifteen years later (1943-44) they represented 69 per cent. Stated differently, in fifteen years local taxes decreased from \$66,000,000 to \$48,000,000 whereas state taxes increased from \$31,000,000 to \$128,000,000. This comparison is exclusive of payroll taxes; their inclusion would add \$20,000,000 more to the state total. Since 1944 state taxes have continued to increase at a rapid rate, whereas local taxes have increased only slightly. In 1945-46, state taxes aggregated \$138,000,000 and collections so far for 1946-47 have been running about 20 per cent above those of last year.

The change in the tax picture in fifteen years may be summarized briefly as follows: In 1929 local taxes amounted to \$21.30 per capita and in 1944 only \$14.10, but state taxes during the fifteen-year period had increased from \$10.10 per capita to \$31.60, or to \$37.50 if payroll taxes are included.

The reduction in local taxes and the increase in state taxes means essentially a shift from property taxes to income and sales taxes, for the state derives none of its income from property taxes except a small portion of the tax paid on intangible property. Chiefly as a result of the state's taking over the support of roads and schools, property tax levies decreased from \$65,000,000 in 1930 to \$35,000,000 in 1935. They have subsequently crept back up to \$50,000,000; but the tax on property, at least on rural property, is still moderate.

In 1945 the tax rate in 28 of the

state's hundred counties was less than \$1 per \$100 of assessed value, and in only 21 counties was it in excess of \$1.50. The additional rate in 107 cities ranged from 25 cents to \$2.30, but in only eighteen cities did the city rate exceed \$1.50. These rates are on valuations which generally are well below even the pre-war true value. The estimated aggregate rate on true valuation in 107 cities in 1944 varied from 82 cents to \$3.23, but in only twenty cities did it exceed \$2. That is, in only twenty communities did the total tax on urban property exceed 2 per cent of true value. Interestingly, in only twenty areas did the total tax on rural property exceed one per cent of true value.

Naturally North Carolina is interested in federal aid for education. Under one proposal before Congress, the state would get about \$13,000,000 a year, or enough to augment the current outlay for schools by about 20 per cent. Conceding that the public school teachers of the state are underpaid and that school facilities are not as good as could be desired, the demand for federal aid is by no means universal. Some persons fear federal domination; and others, including myself, believe that the federal treasury is less able to provide the additional funds needed by the schools than are the states themselves.

The national government has a staggering debt; North Carolina with its swollen revenues has not only retired all its general fund debt but has accumulated a surplus which in 1947 may reach \$70,000,000. This is equivalent to the total appropriations from the general fund for 1946-47. North Carolina is now in excellent fi-

nancial condition. The state is able and willing to initiate and pay for such added public services as are needed. It has a well balanced tax structure; and, as a result of the transfer of some functions to the state, the tax burden has been fairly well equalized. The cities need additional revenues, including a larger grant from the proceeds of the gasoline tax, but otherwise there is general satisfaction with present fiscal arrangements.

Dr. Walker on Ohio

Ohio municipalities before 1929, notes Dr. Harvey Walker, were under a statutory limitation restricting property taxes to one and a half per cent of the assessed valuation of taxable property. All property was assessed and taxed under the uniform rule.

In 1929 the voters of the state adopted a constitutional amendment which placed the fifteen-mill limitation in the constitution, effective January 1, 1931. Inequities in the taxation of intangible property led to adoption of a further amendment, permitting the classification of property for purposes of taxation, on November 7, 1933, effective January 1, 1934. In this same amendment, a limitation of one per cent was placed on tax levies on real estate for state and local purposes. Levies outside this limit were permitted for pre-existing debts or when voted by the electors of the taxing district.

By 1934 the state had abandoned the general property tax as a source of state revenue. Even though the general property tax was left for the exclusive use of local governments,

the limit of ten mills put them into a strait-jacket from which they have never been permitted entirely to escape.

Several possibilities presented themselves. Extra levies might be voted. But the General Assembly, in implementing this provision of the constitutional amendment, set 65 per cent as the majority to be required in voting such levies. This made the extra levy alternative practically worthless unless the local government enjoyed the utmost confidence of the voters.

A second possibility was the use of sources of revenue other than the general property tax. The state was already in most of these fields, however, and the courts had held that local governments could not levy taxes on sources already in use by the state. The most recent blow in this area was the invalidation by the Ohio Supreme Court of the Youngstown tax on utility bills on the ground that the state was already levying an excise tax on the business of public utilities. This decision affected several cities which had turned in desperation to a utility tax. The legal reason that Toledo could turn in 1946 to a city tax on payrolls and corporate net income is that Ohio had not preempted the net income tax field.

A third possibility was state subsidies. These came quickly. A 3 per cent sales tax was levied by the state and a large share of its proceeds were appropriated by the General Assembly as aid to counties, cities and villages on the basis of demonstrated need to enable the balancing of local budgets. The aid was never wholly adequate, however.

Prior to and during the 1947

Ohio General Assembly sessions both schools and municipalities urged upon its members the need for substantial increases in the allotment to them from sales tax revenues. Action taken by the assembly granted an increase of approximately \$26,000,000 in the annual state subsidy for elementary and secondary education.

The financial problems of municipalities were met by an annual increase of \$10,000,000 in allocation from state sales taxes and withdrawal by the state from certain fields which had been preempted for state use theretofore. The state has abandoned completely the field of admissions taxes thus leaving this source to local levy and collection.

Another measure, effective September 1947, deprives the state of revenue from cigarette licenses and distributes the proceeds three-fourths to the municipality or township where the wholesaler or retailer is located and one-fourth to the general fund of the county. The former distribution was one-half to the state, one-fourth to the county and one-fourth to the municipality or township. Another source of revenue which should mean approximately \$3,000,000 per year for Ohio municipalities is the devotion to their needs of the tax on financial institutions and dealers in intangibles.

It is too early yet to say that these measures will solve completely the local financial problem which has plagued Ohio cities since the adoption of the ten-mill tax limitation, but the future looks more hopeful than at any time since 1933.

News in Review

City, State and Nation

Edited by H. M. Olmsted

Jersey Constitution Revision Moves Fast

Careful Planning Helps Delegates Meet Deadline

SPEED has been the keynote of New Jersey's Constitutional Convention. The law authorizing the convention set a three-month time limit on its deliberations, ending September 12. Voters will have an opportunity to speak their piece on November 4.

Constitutional revision became an active issue when Governor Charles Edison, in his inaugural address in 1941, urged the calling of a convention. The files of the NATIONAL MUNICIPAL REVIEW carry the blow by blow description of the unsuccessful fight made by revisionists during succeeding years to change the constitution¹—the Hendrickson report in 1942; the hearings by a joint legislative committee the same year; defeat of the plan by which the legislature would sit as a constitutional convention; revival of the plan in 1943 and its adoption after pressure from Governor Walter E. Edge; contest over the constitution proposed by the legislature and its defeat by popular referendum in 1944. Revision seemed dead.

The corpse sprang suddenly to life when Governor Alfred E. Driscoll in January 1947 devoted a portion of his inaugural address to the necessity for a new constitution. The legislature quickly passed a bill calling for popular ratification of a limited constitutional convention—limited in that the convention was prohibited from

considering the question of county boundaries and representation in the legislature.

In order to keep party politics at a minimum, a major factor in the defeat of the 1944 proposals, delegates in many counties were proposed on a bipartisan basis. This gesture on the part of the Republicans in power had its effect in the convention's initial operations which were remarkably free of party strife.

There was no great hue and cry about holding a convention prior to the vote on June 3. The governor made a few speeches in various sections of the state. Mayor Hague declared in favor of the convention, a gesture that was not meaningless as was evidenced by Hudson County's fifteen-to-one affirmative vote. Civic groups were almost unanimous in their endorsement of the project. Convinced that they had everything to gain and nothing to lose, the voters approved the holding of the convention by a ratio of five to one. Eighty-one delegates, chosen on the same numerical basis as the legislature, were elected to draft a new constitution.

The preparation of research materials for the use of the delegates was entrusted to an unpaid group of professors, attorneys and state officials under supervision of Sidney Goldmann of the State Library. Over 30 individual studies were originally scheduled,² and most of them were completed before the opening of the convention. W. Brooke Graves' study, *What Should a Constitution Contain*, was reproduced as one of the series.

¹See especially "New Task for a Legislature," by John E. Bebout, the REVIEW, January 1944, page 17.

²See page 475, this issue, for a list of these reports.

Careful organizational planning on the part of the governor and his staff was evidenced by the progress made at the first session of the convention at Rutgers University the morning of June 12. When the afternoon session adjourned at 4.30 all the formalities incident to the certification and swearing in of the delegates were concluded; the governor had presented his views of the convention's task; a president, two vice presidents, and a secretary had been elected; rules, previously prepared, had been adopted for the governance of the convention; and a timetable had been agreed upon for the meetings of the convention. This procedure was in sharp contrast to the opening of the 1844 convention when several hours were consumed in a debate over the question of opening the meeting with prayer.

An initial recess of one week permitted the president to appoint the following nine standing committees—eleven delegates were appointed to the first five and seven to the others: rights, privileges, amendments and miscellaneous provisions; judiciary; legislative; taxation and finance; executive, militia and civil officers; submission and address to the people; arrangement and form; rules, organization and business affairs; credentials, printing and authentication of documents. After the convention had been in session five weeks, a five-man committee on public relations was appointed.

The practice of meeting in full session every Tuesday morning was adopted in order to take up any problems affecting the convention as a whole. Committee meetings were held Tuesdays, Wednesdays and Thursdays. These proceeded with commendable dispatch and every person who wanted to testify had an opportunity to do so. The proceedings of general sessions

and committee meetings were recorded by state secretarial personnel and by Sound Scribe, and were made available in the convention library.

After the hearings were completed, the committees drew up tentative proposals. Three of the committees, in charge of the legislative, executive, and judicial articles, held additional hearings in order to obtain public sentiment on their proposals before final revision and submission to the convention. The committee on taxation and finance and the committee on rights, privileges, amendments, and miscellaneous provisions held additional hearings after their proposals were printed and ready for submission to the convention. No last-minute changes were made by either. General debate beginning August 11 was scheduled on a five- or six-day-week basis, each speaker being limited to one hour on any one subject.

BENNETT M. RICH

Rutgers University

Constitutional Revision in Other States

Besides New Jersey, where a constitutional convention has been in session as noted above, and Minnesota and Oklahoma, where an interim commission and the legislative council, respectively, are studying their state constitutions with a view to revision,¹ activities directed toward constitutional changes are at various stages of progress in several states.

New Hampshire. The 1947 New Hampshire legislature has provided machinery for the holding of a constitutional convention, in accordance with the mandate of the voters last November, 49,230 to 29,336. (This

¹See the July REVIEW, pages 390 and 391.

question is submitted to popular vote every seven years.) Delegates are to be elected at the 1948 town meetings in the same manner as legislators except that the election will be on a non-partisan basis and every town will have representation. The convention will assemble in May 1948 and will meet during that summer. Any amendments adopted by the convention will be submitted to popular vote in November 1948. Among important issues are taxation, strengthening the powers of the governor and reducing the size of the legislature.

California. A resolution establishing a legislative constitutional revision committee of ten assemblymen and ten senators, authorized "to prepare, suitable to the needs of the state, a draft of a revised constitution," was passed by the 1947 legislature. It provides also for advisory committees of lay citizens. A proposal for a constitutional convention passed the Assembly but was defeated in the Senate.

Michigan. At the November election next year the voters of Michigan will decide whether to call a convention to revise the constitution. The provision for such a referendum was adopted by the legislature as a substitute for a bill to authorize a constitutional revision study committee to recommend constitutional changes.

Tennessee. The Memphis, Tennessee, League of Women Voters has prepared a complete revision of the state constitution, for submission to the Tennessee League of Women Voters in mid-September. One of the main features decided upon is a single-chamber legislature. Other ideas tentatively agreed on include a legislative council, increase of legislators' terms, to be staggered, from two to four years, and extension of the initiative and referendum.

Kentucky. A public opinion poll in the nine congressional districts of Ken-

tucky by the Kentucky Poll, a subsidiary of Southern Surveys, Inc., on the question of calling a constitutional convention, indicated that two-thirds of those who had an opinion on the subject favored a convention. Forty-five per cent of those polled had formed no opinion; 38 per cent of the total desired a convention to be held and only 17 per cent were definitely against it. Only persons qualified and intending to vote were supposed to be interviewed.

Washington and Michigan Act Against Public Strikes

The 1947 legislature of the state of Washington has included in the omnibus appropriation bill a provision that no part of any appropriation thereunder shall be used to pay the salary or wages of any person who has engaged in a strike against the state or any office, department or agency thereof, or against any political subdivision of the state, nor of any person who is a member of an organization of government employees that asserts the right to strike against the federal, state or local government.

Michigan's 1947 legislature passed an act prohibiting strikes by employees of the state, municipalities and school districts. According to the *Michigan Municipal Review*, which reports the new law, "a public employee who violates the provisions of this act must be discharged from service and lose all special privileges such as retirement benefits." Such discharged employees are entitled to a hearing before a labor mediation board and may be re-employed under certain conditions.

New York Court Limits Veterans' Preference

Only veterans who have a disability rating of at least 10 per cent from the Veterans Administration (anything

less than that being classified as "zero per cent" by the VA) are entitled to preference as disabled veterans in regard to public employment, according to a decision of the New York Court of Appeals on July 2 in the test case of *Winternitz v. Morton*. The decision upheld one by the lower court.

The case was sponsored by the New York Civil Service Reform Association, in an effort to obtain an interpretation of the New York constitutional amendment giving an extreme degree of preference to disabled veterans in appointments to public employment and promotions therein. Preference under the amendment has hitherto been applied to all veterans with any disability, however slight, given any rating by the Veterans Administration.

The association had ascertained that approximately 20 per cent of disability preferences approved by the New York State Civil Service Commission during 1946 were in the so-called "zero per cent" group, or less than 10 per cent rating—the minimum rating recognized in the federal civil service; they included such matters as foot callouses, knee sprains, flat feet, etc.

The New York state and municipal commissions are not yet following the decision, according to the association, but when they accept the interpretation not only will the civil service benefit but the genuinely disabled veterans, as well as non-disabled veterans, will be protected against the claims of those as to whom no disability any longer exists or where it is negligible.

Council-Manager Plan Developments

The town of **Manchester, Connecticut**, (23,799) adopted a council-manager charter on June 30 by a vote of 1,814 to 870. The vote was about 19 per

cent of the total number of voters, but is reported to be the largest ever recorded in Manchester on a single question. At the September primary a nine-member board of directors will be nominated along with a town clerk, treasurer, two registrars of voters, three selectmen, seven constables, seven justices of the peace and three members of the board of education. Election will be the first Monday in October. The board of directors will select a general manager. The charter, previously passed by the state legislature, provides that the town can amend it without further recourse to the legislature.

On August 6, by a vote of 4,036 to 2,359, the largest ever cast in the community, **Milford, Connecticut**, (16,439) adopted a council-manager charter. The charter act had previously been passed by the state legislature following a favorable referendum by Milford voters on April 3.

Boothbay and Pittsfield, Maine, both adopted the manager plan at their annual town meetings.

Pompano, Florida, (4,427) and **Whiteville, North Carolina**, (3,011) have adopted the manager plan.

The city council of **Bessemer, Alabama** (population 22,826) has adopted the state's council-manager enabling act.

Pearisburg, Virginia, now has the manager plan through adoption of an ordinance.

Anadarko, Oklahoma, (population 5,579) adopted a council-manager charter on August 5 by a vote of 465 to 292. The new council will consist of seven members, five elected from existing wards and two at large. The councilman-at-large receiving the larger vote shall be the mayor. Besides the city manager the council appoints the municipal counsellor, city treasurer and municipal judge.

Lindsay, Oklahoma, adopted a council-manager charter on June 20 by a vote of 84 to 8.

Trinidad, Colorado, (population 13,223) adopted the state's optional council-manager plan act on June 24, 1,380 to 1,286.

In **La Junta, Colorado**, (7,040) the manager plan has also been adopted, to become effective in November 1947.

Lexington, Nebraska, (3,688) adopted the manager plan on August 12 by a vote of three to one.

River Hills, Wisconsin, (500) has established the manager plan by ordinance.

In **Tillamook, Oregon**, (2,751) a council-manager charter amendment, effective August 1, was approved in June by a vote of 123 to 96.

Petaluma, California, (8,034) voted for the council-manager plan, 1,345 to 1,119 on June 10, which action was ratified by state legislation on June 18, effective immediately.

The legislature of **New Hampshire** has passed and the governor has signed a bill enabling the city of **Dover** to adopt the council-manager plan if approved at a special referendum to be held September 23. The movement has been sponsored by the Veterans Civic Committee of Dover.

Petitions containing more than 4,500 signatures, asking that a Plan E council-manager charter be submitted to referendum at the November election, have been filed in **Medford, Massachusetts**. Only 3,400 signatures are required. The Plan E for **Somerville** Organization has filed petitions with signatures of 7,158 registered voters (4,194 needed), requesting that adoption of Plan E be placed on the November ballot. Plan E petitions have also been filed in **Fitchburg** with a thousand signatures more than needed, in **Pittsfield**, and in **Worcester**—all

requesting that a referendum be held in November.

Darien, Connecticut, has defeated a council-manager proposal, 1,219 to 678.

The Charter Board of **Fairmont, West Virginia**, which has had under consideration various forms of government and engaged Dr. and Mrs. Thomas H. Reed as consultants, has decided upon the council-manager plan. The charter is to be ready by mid-October.

The 1947 **North Carolina** legislature has passed legislation enabling the voters of **Winston-Salem** to vote on the council-manager plan and also on extension of the city limits. An election on both proposals, which have the endorsement of the city's board of aldermen, has been suggested for early in 1948.

The **Columbia, South Carolina**, Chamber of Commerce has voted unanimously in favor of council-manager government.

City Manager J. J. Rauch has accepted reappointment as manager of **Greenwood, South Carolina**, because of action by the city council which went on record as reaffirming its support of the principles of the city's council-manager charter, with the manager given his full power and authority. Mr. Rauch had resigned because of the failure of council to give full effect to the charter's provisions.

The charter commission of **Coldwater, Michigan**, has decided on the council-manager plan. The new charter will probably be submitted to a referendum this fall.

At a charter election in **Faribault, Minnesota**, in July the council-manager plan failed of adoption by a vote of 758 to 1,131.

Houston, Texas, abandoned the manager plan at an election on July 26, wherein eight charter amendments were adopted, effective August 1.

The repeal movement was led by Mayor Oscar F. Holcombe, who carried a majority of the city councilmen with him at last fall's election, on a ticket pledged to abolish the office of manager.¹ One of the amendments transfers all the powers and duties of the manager to the mayor. It was approved by a vote of 13,432 to 11,159 out of a potential vote of 90,000 or more. The mayor thus has complete administrative authority without any control by the council except as to the budget. Another amendment raises the mayor's salary from \$200 to \$20,000 a year. The city controller's salary is raised from \$4,800 to \$8,400 a year. Five of the eight councilmen, formerly representing districts but elected at large, will be elected from their respective districts. Councilmen's salaries are raised from \$1,500 to \$3,600 a year. The council can appropriate up to \$5,000 a year for the mayor's expenses, not subject to an accounting.

Muskogee, Oklahoma, on August 5, by a vote of 4,064 to 2,208, defeated a proposed charter amendment to abolish the council-manager plan and substitute a mayor-commissioner plan.

In **Tulsa, Oklahoma**, the League of Women Voters is making a study of city government forms with special emphasis on the manager plan.

Okemah and Purcell, Oklahoma, failed to adopt council-manager charters—Okemah by 499 to 422 on June 24 and Purcell by 779 to 396 on July 1.

The people of **Cheyenne, Wyoming**, will at last have the opportunity to vote on the council-manager plan. The Wyoming Supreme Court on June 10 affirmed the judgment of the lower court which a year ago ruled that a referendum should be held, as petitioned for in 1945 but refused by the mayor at that time. The Junior

Chamber of Commerce, which had sponsored the petition, sought a writ of mandamus and was successful in the district court. The city thereupon appealed to the Supreme Court.

In **Las Vegas, Nevada**, which has had a city manager since 1943, a charter revision committee under city auspices is working on a complete re-vamping of the charter, for submission to the next legislature in 1949.

In **Modesto, California**, a committee of fifteen freeholders named by the chairman of the city council and approved by the council, is revising the city's 1910 charter and will incorporate the council-manager plan. The revision will be submitted to popular vote at a special election.

Burlingame and Eureka, California, defeated proposed council-manager plans in June. In Burlingame the vote was 1,555 to 1,218, a total of 2,773 in a total registration of 8,699. In Eureka, a somewhat larger city, the vote was approximately 3,700 to 1,800.

The city council of **Claremont, California**, approved a recommendation of the Claremont League of Women Voters that the city institute the council-manager form of government. The plan is to be placed before the voters this fall.

The city council of **Auburn, California**, has directed the city attorney to draft a council-manager ordinance for study by the council.

In **Newport, Oregon**, a charter amendment to provide a council-manager government was defeated by a vote of 200 to 134.

A short course program for the city managers of **Florida** was conducted in June by the General Extension Division of the University of Florida at Gainesville, in cooperation with the Florida State City Managers Association. Similar courses had been held prior to the war. Budgeting, organi-

¹See editorial, page 428, this issue.

zation, planning, staffing, training and public relations were among the subjects discussed. Clarence E. Ridley, director of the International City Managers' Association, led the discussions. Professors J. E. Dovell and M. J. Dauer also participated in the program. The course was attended by 55 managers and other officials.

The **Pennsylvania** Managers Association was organized in April at a meeting held in State College and attended by sixteen of the 35 borough and township managers of the state. Various important problems were discussed and two committees, on municipal insurance and retirement plans, respectively, were appointed. Hugh B. Rice, borough manager of State College, was elected president, and Carl W. Fuehrer, borough manager of Ephrata, secretary-treasurer.

Three Texas Communities to Form Manager City

An unusual type of municipal consolidation is under way in an industrial area somewhat to the east of Houston, Texas, where Goose Creek and Pelly, council-manager municipalities, together with the unincorporated community of Baytown, decided to combine as a single council-manager city. The first step was the annexation of Baytown by Pelly, after which a vote was taken in all three areas, resulting in the decision to consolidate.

A "straw vote" taken at the same time indicated the desire of the people to adopt the name of Baytown for the new city. Thereafter Pelly absorbed Goose Creek, the name of Pelly being retained until unification has been completed and a new charter is adopted. A new city council was elected in April and a charter commission was appointed. Bill N. Taylor, former city manager of Beaumont and McAllen, Texas, was ap-

pointed consultant to assist in the charter drafting and the unification problems, financial and otherwise.

The new charter cannot be submitted to a vote before December 9, inasmuch as the present Pelly charter was adopted December 7, 1945, and a two-year interval must elapse before a vote on a new charter.

Mayor Without a City

Another community near Houston, Greens Bayou, fearful of being annexed by Galena Park, adjacent thereto, held an election in July on the question of incorporation and for choosing a mayor and two commissioners. Three candidates were successful—except for the fact that the voters decided against incorporation, 145 to 133.

Metropolitan Area Forms Smoke Abatement Committee

Some 30 municipalities in the Detroit area have formed a Metropolitan Committee on Smoke Abatement and Sanitation. The committee, organized at the suggestion of Mayor Jeffries of Detroit, will work for securing a uniformity of planning and parallel action in the two fields covered.

City and Town Clerks Form National Organization

The National Institute of City and Town Clerks, which held its first annual meeting earlier this year, is now functioning, with John J. Coffey, city clerk of Buffalo, New York, as president. Its constitution specifies cooperation of local government clerks, recorders and secretaries in practical study of municipal questions within their jurisdiction; meetings for discussion of current city and town problems; furnishing useful information to members; and safeguarding the interests of municipalities in connection with proposed legislation.

Citizen Action Edited by Elsie S. Parker

Learning by Doing in Pittsburgh Schools

Pupils Conduct Election Project as Elders Vote

THE annual student election project of the Pittsburgh public schools has received much favorable publicity from coast to coast during the past few years. This project is, of course, but one phase of the larger school program which aims to develop appreciation for our democratic landmarks through participation in the actual processes of a democratic way of life.

In this project the school is attempting to prepare students for their duties as voters through activities that will give them understanding of political procedures, skill in finding and using information, and help in adopting attitudes of good citizenship.

Close to 35,000 students participate in the election project, balloting for candidates actually running for public office. They study each candidate's biography and record, then cast their ballots on the city's regular election day.

Since 1932 the students have participated in many, if not all, of the electoral pursuits of the adult members of the community. Municipal, state and national candidates of all parties have undergone the critical inspection of high school students. Uniform registration cards, voters' certificates, printed ballots arranged like the face of a voting machine, and tally and return sheets, patterned from Pennsylvania's election laws, have been used. They lend an atmosphere of

political reality to the hundreds of voting districts in the 64 schools in which the elections are conducted.

Citizenship chairmen—social studies teachers with an interest and an aptitude for such activities—organize the schools by classrooms or home rooms, with students officiating, into voting districts to carry on the voting and the preliminary tallying. Students in each room nominate and vote for election officials, watchers, etc., from among their own number.

In the larger schools centralized rooms are used for counting the votes with adding machines frequently employed to summarize the tally. These tallies are telephoned to the Administration Building, where the grand totals are computed by students. Students from the seventh grade through the twelfth actually participate and plan all the details in much the same manner as the county election board. No publicity is given to the results of the election until after the regular election results are announced.

The election project, which is considered by educators and civic leaders who have observed it as one of the finest learning experiences in which children can engage, has two specific objectives: (1) a medium through which young citizens can learn to appreciate the virtues to be gained from a faithful application of the highest political ideals to their own election duties; (2) the means through which apprentice citizens may master such electoral techniques and mechanics as reading and marking ballots, answering the legally prescribed questions for registration and voting, and accurately tallying election results for

the voting districts, the individual school and the city.

Graduate Testimony

Observations from the graduates of our schools have some testimonial value. After six continuous years of studying political practices and voting procedures, graduates believe they have become better prepared to think independently about election issues and to avoid most errors connected with the marking of the ballot. As more such graduate citizens become intelligently active in political affairs, the better the chances will be, they think, that an alert citizenry will shoulder the responsibility for maintaining and improving the democratic processes of voting and holding office. They are convinced that the public schools have been developing political democracy by teaching the children of all the people—natives and immigrants, rich and poor, educated and illiterate—to choose their political leaders on merit and without consciousness of race, color or creed.

Teachers who have sponsored the election project have considered it a practical method of learning political attitudes and skills. Many of these citizenship chairmen have emphasized the growth of student interest in the social studies, the use of rules of order for political discussions, and the critical evaluation of political literature and oratory.

In respect to literature, teachers have discovered that the *Voters' Directory*, supplied to the schools by the **Civic Club of Allegheny County**¹ and the **Allegheny County League of Women Voters**, has been uniformly nonpartisan and a reliable source of information

on those candidates who have submitted their qualifications.

A cooperative spirit, loaded with student vitality, is evident on election day, when youthful Pittsburghers, possessed with a seriousness of purpose not usually identified with youth, exercise their right to vote.

The annual school election project removes skills and attitudes from their usual textbook setting and gives them local as well as national importance; it presents a clearer and more tangible conception of democracy in action; and it specifically promotes democratic discussion, decision and doing. It is based upon the educational philosophy that the performance of their duties by school citizens in a democracy is the surest guarantee of the continuance of the rights and privileges of a democracy, especially when these privileges are linked inseparably with responsibilities.

"Chuck full" of educational and civic values for boys and girls, the annual school election project of the Pittsburgh public schools is also significant for the community at large.

C. H. W. PULLEN, *Supervisor*
Citizenship and Social Studies
Pittsburgh Public Schools

Boys and Girls Become Governors for a Day

An act of the 1947 Massachusetts legislature provides for the assembling of a "student legislature" on Friday, January 9, 1948, at the State House in Boston. Earlier, students in high schools throughout the state will chose from their ranks a house of representatives of 240 members and a senate of 40. At the morning session these students will function as committees, holding hearings on bills. After luncheon they will conduct sessions of the two branches, debating and voting on proposed legislation.

¹The public schools of Pittsburgh have asked for 35,000 copies of the *Voters Directory*, with additional requests from county and parochial schools for over 8,000 more. EDITOR.

Author of the bill, Senator Sumner G. Whittier of Everett, requested the **Massachusetts Civic League**, Miss Miriam Butler, executive secretary, to sponsor the program and the league has agreed to do so. According to the *Lens* the league "felt it was an extremely worthwhile project and that it would supplement nicely the activities of our own Students' Committee on State Affairs."

High school students at Long Beach, New York, took over management of the city government for a day during **Boy and Girl Scout** week. The student body elected officials from their own number, including a city manager, councilmen, city clerk, treasurer and corporation counsel.

Meeting yearly since 1939 at the University of North Carolina, the **Tar Heel Boys' State**, sponsored by the **American Legion**, has been giving boys an opportunity of developing a sense of responsibility as citizens. This year 245 school seniors from 95 cities and towns attended.

As reported by *Popular Government*, "Their teachers during this week of study were city, county and state officials, university faculty members and leading citizens. During the week the boys themselves, each of whom was 'born into' either the 'Federalist' or the 'Nationalist' party upon arrival in Chapel Hill, followed North Carolina election laws in electing their city and county officials, their governor, general assembly and other state officials. These elected officials of Boys' State, putting into practice the theories of government they learned during the week, convened as city councils, county boards of commissioners, various state boards and commissions, and the general assembly. They practice the job of meeting the problems of government faced every

day by local and state officials of North Carolina."

* * *

Hartford Citizens Organize

Organization of the **Hartford Citizens Charter Committee** as a permanent group is termed a "far-reaching development in Hartford politics and government," by the *Hartford Courant*. "Never before in the history of Hartford has a nonpartisan group of this sort gone into business on a permanent basis."¹ An eighteen-member board was elected at the organization meeting as the committee's governing body. In its hands will rest the choosing of a slate of six councilmanic candidates, four education board candidates and one candidate for city treasurer, who will receive the backing of the committee at local elections. Former Mayor William H. Mortensen is honorary chairman.

* * *

Turn About Is Fair Play

Noted for taking "pot-shots" at local officials and politicians, the **Philadelphia Committee of Seventy**, Harry K. Butcher, secretary, is publishing in its *Civic Affairs* a boxed "Compliment-of-the Month." A recent issue commends "Ralph Pitman, city treasurer, for showing by example that public offices can be attractive in appearance and that service to the public can be placed upon a courteous, efficient and business-like basis."

* * *

Seattle League Now 3,500

"With an increase in membership from 345 in 1939 to 3,500, President Donald Yates [of the **Seattle Municipal League**] had reason to be happy last week," reports the *Seattle Municipal News*, "as he watched Membership

¹See also "Campaign Groups Plan Permanent Organizations," the *REVIEW*, July 1947, page 403.

Committee Chairman A. J. Quigley welcome his son, Arthur S. Quigley, as the league's 3,500th member. . . When the new leaguer, an attorney and lieutenant in the Naval Reserve, was asked if he'd like to follow in his father's footsteps and join the membership committee, he said: 'I'd have quite a job matching Dad's work. I think I'll try another committee.'"

* * *

Yonkers Plans Fall Election

Both the newly organized **Yonkers Municipal League**, Eugene A. Buzzell, executive secretary, and the **Yonkers City Manager League**, Bertha Smith, president, which appointed committees to cooperate in the selection of candidates for the P. R. election of council this fall, have announced their combined ticket. The two groups¹ have endorsed the candidacies of Mayor Curtiss E. Frank and Councilwoman Edith P. Welty, strong supporters of the manager plan, as well as those of three lesser known candidates.

* * *

Radio Forum

"How Can Citizens' Councils Benefit New Jersey Communities?" was the topic of a broadcast under the auspices of the **Rutgers University Forum** over stations WAAT in Newark, WCTC in New Brunswick and WSNJ in Bridgeton. Speakers were Mrs. Vera W. Beggs, chairman, and Mrs. Frederick A. Kuser, secretary, of the **New Jersey Citizens' Conference**; John E. Bebout, assistant secretary of the National Municipal League; and William Falcey, state chairman of the **New Jersey State Council of the American Veterans Committee**.

* * *

Speakers Bureau

Members of the Speakers Bureau

of the **New Jersey Taxpayers Association** made 160 addresses in all parts of the state from September 17 last until May 26. Director of the bureau, Roscoe C. Walker, announces that the bureau's fall and winter program is now being prepared and that speaking engagements will be accepted for the period beginning September 15.

* * *

Recent Conferences

A report on the **Citizens Conference on Planning**, held in Milwaukee last spring, appeared in the April issue of *Planning and Civic Comment*, published by the **American Planning and Civic Association**, Harlean James, executive secretary.

More effective leadership in community life was the objective of the Fourth Annual Conference on the Small Community held in Yellow Springs, Ohio, in July, under the sponsorship of **Community Services, Inc.**, Arthur E. Morgan, president and director.

Town of Tomorrow, third annual institute of community leadership at Manlius, New York, was held July 9-18 under the joint auspices of the **New York State Citizens' Council** and the **Bureau of Adult Education of the New York State Education Department**. Rhea M. Eckel was director.

Held also at Manlius, July 7-August 2, under the same auspices with the cooperation of various universities and organizations, was the **Cooperative Workshop in Community Education and Development**.

The *Report of the Fifth Annual State Conference of the New York State Community Service Council*, at Schenectady, New York, summer of 1946, (28 pages) may be secured through the **Bureau of Adult Education, State Education Department**, Albany 1, New York, Miss Rita M. Cowan, state supervisor.

¹See also the REVIEW, July 1947, page 403.

A "Conference at the White House for the Purpose of Organizing the American Heritage Program and Inaugurating the Freedom Train" was held May 22 under the sponsorship of the Attorney General of the United States. A descriptive brochure has been issued by the Attorney General's office.

* * *

Chicago Lockups Called Cesspools

According to a survey made by members of the **Chicago City Club**, William H. Haight, president, Chicago's police lockups are characterized by disease and filth and are a disgrace to a modern city. "These lockups are, for the most part, substandard and unfit for human habitation," comments the report.

* * *

Mrs. Catt Honored

The **League of Women Voters of the U. S.**, Miss Anna Lord Strauss, president, plans an extra-budget fund of \$100,000 as a "living memorial" to its founder, Carrie Chapman Catt. The fund will be used "to explore new techniques and to apply those which have evolved in 27 years of league experience to new and broader fields such as women in other countries and student groups." Mrs. Charles Heming, a member of the national board, will serve as chairman of the committee to raise the fund.

* * *

A Bow to Leo Tiefenthaler

Leo Tiefenthaler completed 30 years of service as civic secretary of the City Club of Milwaukee in May and was guest of honor at a surprise party at the club. About 200 club members, city and county officials, and friends attended.

In an illustrated talk Mr. Tiefenthaler was alternately lauded for his service

to the community and ribbed concerning his interest in poetry, his research on mushrooms and his work in the photographic field.

Walter H. Bender read a resolution of tribute adopted by the common council of the city and signed by Mayor John L. Bohn and by every member of the council. Club President James T. Guy referred to Mr. Tiefenthaler as "a man of broad judgment and high purpose" and presented to him a resolution adopted by the club's Board of Directors in which his loyal leadership was praised. Seventy-five letters of commendation from city officials and friends were presented to Mr. Tiefenthaler, together with a radio-phonograph and an electric desk clock.

JAMES T. GUY, *President*
Milwaukee City Club

* * *

Strictly Personal

Albert A. Arditti, formerly chairman of the Long Beach Citizens' Union and prime factor in the successful campaign to secure the council-manager plan and P. R. for that city, has been re-elected a member of the union's board of directors.

Frank J. Richter has been elected president of the Hamilton County (Cincinnati) Good Government League for the 1947-48 term.

John P. Reynolds, research assistant to the Toledo Municipal League, has resigned to become administrative assistant to the Wisconsin Taxpayers Alliance.

Fred R. Juenuman, field representative for the Missouri Public Expenditure Survey in Southeastern Missouri, has been appointed a Sloane Fellow for 1947-48 in the graduate Department of Government Management at Denver University.

Proportional Representation*Edited by George H. Hallett, Jr.
and Wm. Redin Woodward**(This department is successor to the Proportional Representation Review)***P. R. Extended
in France*****Suggested for India
Still Sought in Boston***

ON August 13 the French National Assembly voted to use the list system of proportional representation in the forthcoming October municipal elections in all communities with over 9,000 inhabitants. P. R. has been used in the last three national elections—all since the war—but in municipal elections only in the city of Paris. The smaller communities will still use the older French system of majority voting, with a second balloting for places not filled by a full majority in the first election.

***P. R. Proposed by
Moslems in India***

The Constituent Assembly now framing a constitution for India, one of the two dominions to be created out of the present India, has rejected a proposal of the Moslem League for selection of the Council of Ministers by the legislature on the basis of proportional representation by a single transferable vote, according to a dispatch to the *New York Times* July 29. According to the proposal the Council of Ministers would apparently have combined the function of a cabinet and of what is known in American practice as a legislative council—a council representing all parties for guiding the work of the legislature.

The Indian Constituent Assembly voted instead for the usual parliamentary form of government, with a prime minister who is also the leader

of the majority group in the legislature. The prime minister is to be chosen by the president of the dominion, but will be responsible to the legislature. The Council of Ministers will hold their appointments from the president and the prime minister, but presumably the latter will, as is the usual case, actually make the selections.

Whether the Moslem League will advance the proportionately elected council proposal in the deliberations on the constitution of Pakistan, where Moslem League backing is likely to be decisive, will be interesting to observe.

India has had actual experience with P. R. The system has been used for important federal and provincial legislative committees and was prescribed for the election of over three-quarters of the members of the Federal Assembly by members of the provincial assemblies. Bengal, Bihar and Burma have used it in certain indirect elections.

***'Plan E' Still Sought
in Boston***

For nearly 40 years the voters of Boston have not had an opportunity to pass upon any really significant change in their city charter, although a considerable amount of civic energy has been expended in defending or patching the present charter. As the years have gone by, however, such tactics have become increasingly pallid and unproductive.

Development over the last two years of demands for a council-manager plan for Boston, with the proportional representation feature, opened the prospect of an alternative to existing municipal arrangements. While the current effort to secure permissive

legislation was set back in the State Senate during the 1947 session of the General Court, sponsors of "Plan E" for Boston (P. R.—council-manager combination) are determined to continue their campaign, confident that if the issue can be carried to the voters, it will find a strong response. Advocates of basic revision in city government are certain that no real improvement can come by any mere shift in political personalities or by any further tinkering with the present charter.

Example of Cambridge

As to the soundness of their views, they can point not only to Boston's recurring difficulties but also to the example of Cambridge, which has made notable progress under the Massachusetts Plan E form of government since 1941. Boston may be impervious to distant illustrations of municipal advancement, but the nearness of Cambridge and its story of success are another matter.¹ Local newspapers reflect a steady flow of favorable publicity from across the Charles River, and friends of council-manager government are being spared the trouble of turning to the hinterland for a good report on results elsewhere of their own program for Boston.²

In discussing charter reform in Boston, there is the paradox that the city has been operating under a reform charter since 1909. This instrument included many provisions which were a model in their time and which are held in high repute today—such as the short ballot, nonpartisan elections, and con-

centration of responsibility in a single executive. The 1909 charter, however, has not produced the anticipated results. Reasons go deep and it is enough to cite such factors as a changing electorate, the corroding effects of urban decentralization, loss of leadership and civic vigor, the resourcefulness of professional operators, and the luster and appeal of outstanding political figures.

What is more, the charter no longer serves as a rallying point for civic interest, as was the case for so many years. On at least three occasions there appeared to be some necessity for strengthening or refining the charter—to correct its possible shortcomings and restore the confidence in which it was at first held. Special interim commissions were created for this purpose in 1923, in 1933, and as recently as 1946. The quality of each commission report, the concern it aroused, and the actual results which followed show a persistent decline.

The 1946 commission made its report during the current session of the legislature. None of its recommendations was enacted except for a proposal that the windy debates of the city council be no longer published verbatim. Even a recommendation for abolition of the much criticized ward council and substitution of a council elected at large failed in the closing days of the General Court. In a year of extraordinary municipal developments, therefore, the city government of Boston was left untouched—except to cover the situation arising from what is described as Mayor James M. Curley's temporary absence from the city.

While the 1946 commission took notice of Plan E, it devised a method of referendum which council-manager adherents could not consistently support. The commission wanted an im-

¹See page 444, this issue.

²The experience of Cambridge and Lowell is bearing fruit also in other Massachusetts cities. Fitchburg, Medford, Pittsfield, Somerville and Worcester, have petitions on file for a vote on the adoption of Plan E this fall (see page 456). EDITOR.

mediate plebiscite on election of a small city council either by proportional representation or by limited voting. During 1948, by petition and referendum, the manager plan could have been grafted on to the small council, but in the meantime the method of electing the council would have been established. In brief, the commission did not provide for a clean-cut referendum on the council-manager and P. R. combination.

An Enterprising Campaign

Up to the point where the manager plan bill was defeated, a Plan E for Boston Committee assumed the task of stimulating support. The committee, operating with limited resources and working against the barriers which surround every form of citizen action in Boston, was energetic and enterprising. It carried the cause of good government into wards of the city where such effort is all but unknown. It secured wide and favorable publicity. And it was laying the groundwork for a much more ambitious program, once its legislative goal had been reached. Nevertheless, it was unable to dent the solid Democratic opposition at the State House or prevent the defection of a small but controlling block of Republican votes in the Senate.

In more than one sense, the 1947 drive for a permissive Plan E statute for Boston is important. It has shown rather decisively the threadbare character of piecemeal approach to charter issues in Boston. Reforming a reform charter to correct conditions which bear little relation to the charter itself is now a wornout procedure.

Next it has been demonstrated that Plan E, as adapted to Boston, offers a full-scale alternative. If charter change is the method to secure new leadership and revitalize civic energies in Boston, it will be a severe assign-

ment to offer a proposal better calculated to excite interest and attract the type of zealous support which is so obviously needed.

If adequate support for the council-manager and P. R. platform is lacking, the city will have to drift along as it has or fall back on the line of reasoning contained in a minority statement of the 1946 charter commission report, wherein it is argued that there is "nothing wrong with Boston that could not be cured by a good mayor, public interest and more revenue from sources other than real estate."

Attainment of any or all of these objectives, plus others which come just as quickly to mind, would produce interesting and beneficial results. On the other hand, there are those who will protest that good things will come much more certainly under effective Plan E leadership and that such declarations as the one quoted above are designed to lull the electorate, set the taxpayers at odds, and belittle change.

RICHARD A. ATKINS, *Secretary*
Boston Municipal Research Bureau

Vacancy Recount Made in Yonkers

On August 4 the city of Yonkers held its second recount to fill a vacancy in its proportionately elected city council. One of the Democratic minority members of the council, Vice Mayor James A. Sullivan, had resigned under fire in a council investigation of graft and misuse of city property in a gambling scandal. The ballots recounted were the quota which had elected Mr. Sullivan in 1945 together with just less than a quota which had not elected anyone in 1945, in other words all the ballots which did not share in the election of the councilmen remaining in office, some 15,000 in all. Since the vacating member and the

runner-up, Benjamin Barnes, were both Democratic, it was not surprising that the latter won out handsomely in the preferential recount; which was completed in one long day by a force of about 30, with Mr. Hallett of this department in actual charge as "consultant."

Mr. Sullivan had been vice mayor (vice chairman of the council under the council-manager plan) by virtue of being the runner-up in a preferential recount of all the P. R. council ballots in 1945 to determine the majority choice for mayor among the five councilmen. This unique feature of the Yonkers charter is designed to give the mayoralty ordinarily to the most popular candidate of the majority and the vice mayoralty to the leader of the minority. When the vice mayoralty becomes vacant it automatically goes to the next-to-last councilman eliminated in the mayoralty count, in this case Albert L. Fiorillo, a Republican endorsed by the City Manager League.

Petitions nominating 20 candidates for the regular council election on November 4 have been filed. The threatened petition campaign to repeal P. R. this fall has not materialized, its leaders announcing that it has been postponed till next year.

Baltimore Council Election Results Analyzed

An analysis of the Baltimore municipal election of May 6 by Dr. C. I. Winslow, president of the Citizens League of Baltimore, published in that city's *Evening Sun*, points out that although the vote was but 64 per cent in favor of Democratic party candidates and 36 per cent in favor of Republican candidates, twenty Democratic councilmen were elected and not a single Republican. The ordinary vagaries of

the district plurality system were compounded by disproportions in the apportionment of councilmen among the six election districts, despite a partial correction of the latter factor in a new city charter. In district III, 14,124 Republicans elected no councilmen, whereas only 10,265 Democrats elected three councilmen in district II.

Dr. Winslow concluded his analysis with the observation: "The charter revision commission in its report preceding the adoption of the new charter took pains to point out that the present system of electing members of the city council fails to produce fair representation. In large part the same situation still prevails and awaits correction."

An attempt was recently made by the Citizens League and other Baltimore civic organizations to put P. R. on the ballot as a charter amendment. Insufficient signatures to the petitions were secured before the deadline, however, and the effort had to be postponed.

Senator Owen— Friend of P. R.

Robert L. Owen, lawyer and banker, who represented the state of Oklahoma in the United States Senate for three terms from 1907 to 1925, served on the Democratic National Committee and was the Senate sponsor of the Federal Reserve Act and the Farm Loan Act, included proportional representation among the fundamental reforms to which he gave his influential support. When the P. R. League was reorganized and revitalized in 1914 under the leadership of C. G. Hoag, he was a member of its first national advisory council. He remained a member of the council until his death at the age of 91 on July 19.

County and Township

. . . Edited by Elwyn A. Mauck

Baton Rouge Votes Consolidation

Miami and Dade County Lay Plans for a Similar Step

AT AN election held August 12, the city of Baton Rouge and East Baton Rouge Parish, Alabama, voted 7,012 to 6,705 to consolidate under a new city-parish charter. The document was prepared by a nine-man commission appointed in accordance with a constitutional amendment adopted at the polls in November 1946.

As a result of a series of public meetings, the proposed charter had been modified by the substitution of an elective mayor-president for the position of an appointive manager.¹ The City-Parish Charter Commission adopted the change in answer to the objections most generally voiced at the meetings. The proposed powers of the chief executive officer were not changed. The first election of officers under the new charter will be held in January 1948.

Miami and Dade County

City-county consolidation will be an issue to come before the voters of Dade County (Miami), Florida, at the primary election on May 25, 1948. Since city-county consolidation cannot be effected without first amending the state constitution, the proposition comes before the voters initially as a proposed constitutional amendment which will appear on the ballot in this form: "Shall there be submitted to the electors of the state of Florida at the general election to be held on

the first Tuesday after the first Monday in November 1948 for ratification or rejection Joint Resolution No. '407 relating to the consolidation of the county of Dade and city of Miami?"

The 1947 legislature enacted three related measures concerning city-county consolidation in Dade County, i. e., the proposed constitutional amendment and two special acts setting up the procedure for voting upon the constitutional amendment and for carrying out its provisions if adopted. These measures authorize Dade County voters to adopt a home rule charter consolidating Dade County, the city of Miami, the village of North Bay Island, the village of Virginia Gardens, the town of West Miami, and all other governmental subdivisions of the county, except "other municipalities," in a new city-county government.

If at the primary election on May 25, 1948, the voters of Dade County decide they wish to have the constitutional amendment submitted to the voters of the entire state on November 2, 1948, the state electorate would adopt or reject the constitutional amendment authorizing Dade County to draft and adopt a charter providing for city-county consolidation.

New Charter Provided

If the amendment is adopted, Dade County voters at a special election some time before February 8, 1949, would elect a charter board of fifteen members to frame a charter in 90 days. At another special election in the spring of 1949, Dade County voters would adopt or reject the proposed charter and, at the same time, elect the first board of commissioners of the new city-county. The latter

¹For description of the charter see the REVIEW, July 1947, page 413.

election would, of course, be meaningless if the charter were defeated. If the constitutional amendment is adopted and a charter is submitted but rejected by the voters, a new charter board may be elected 30 days thereafter to frame another charter, and this may be repeated until a charter is adopted.

Once adopted, the charter would be the organic law of the county, superseding all special acts and general laws based upon population applicable to Dade County. It could be amended or repealed by initiative or referendum.

Only four of the existing municipalities, the city of Miami, the town of West Miami, the village of North Bay Island, and the village of Virginia Gardens, would be involved in the initial consolidation. The framers of the charter are directed to set forth the manner in which other municipalities might subsequently consolidate with the new county. However, such municipalities could not be consolidated with the county except on approval by a majority of their qualified voters. North Bay Island, West Miami and Virginia Gardens, each incorporated within the past two years, would be abolished by adoption of the amendment.

The plan proposed for Dade County provides for division of the county into districts, zones or boroughs and preserves the suburban municipalities, except North Bay Island, West Miami and Virginia Gardens, with full autonomy unless they subsequently vote to consolidate. This consolidation would give each locality the kind and quantity of services it wished, and provide tax differentials for the central city and both its richer and poorer suburbs. Furthermore it would permit the transfer of specific functions from municipalities to the county government without disturbing other

functions of the governments involved.

Active civic groups sponsoring the consolidation movement include the League of Women Voters of Miami and the Dade County Research Foundation. More than 60 Greater Miami civic, labor and other groups have been invited to serve as a council to study the consolidation measure.

President's County Considers Manager Plan

Jackson County, Missouri, home county of President Truman, is organizing to adopt a manager charter under the state's new constitution. An attempt to secure the necessary signatures was made in 1945, but only 15,000 names were secured. The present movement, however, promises to be much more successful, for it already has received strong support in both Kansas City and Independence at opposite ends of the county.

Groups which have indicated their support include the Kansas City Chamber of Commerce, Kansas City A. F. of L. Central Labor Committee and the Kansas City League of Women Voters. A leader of the movement is Major Gen. E. M. Stayton (retired) of Independence. He pointed out that the groups listed above were exceedingly effective in the campaign for the new state constitution in 1945 and that this fact augurs well for the new campaign.

Wisconsin Legislature Rejects County Option Plan

The joint resolution to amend the Wisconsin state constitution to permit optional forms of county government was defeated recently in the State Assembly by a voice vote. There was no floor debate prior to the vote.

A move to reconsider was successful, but the bill was killed by a final vote of 52 to 33.

The resolution had been reported out favorably by the committee which had considered it, but it was opposed by the Milwaukee suburbs and the County Boards Association.

Charters for Michigan Townships

The governor of Michigan has approved legislation authorizing townships of 5,000 or more to adopt a charter form of government providing for a township manager. Townships of 2,000 or more adjoining a city of more than 25,000 population are given the same privilege.

The primary purpose of the legislation is to permit government reform in suburban townships. They will be permitted to establish police and fire services, public streets and other improvements. Adoption of health ordinances, traffic control and building codes are authorized for charter townships.

Based on the 1940 census, 60 townships are eligible under the law. Adoption requires a simple majority vote at a regular or special election called by the township board or upon an initiative petition signed by 10 per cent of the voters. The governing board is to consist of the supervisor, clerk, treasurer and four trustees elected for four-year terms. The board is authorized to hire a township superintendent with powers comparable to those of a city manager. He would prepare the annual budget, serve as personnel officer and act as purchasing agent. He need not be a resident of the township but would be expected to establish residence after his appointment.

A movement has been started in Battle Creek Township to secure signatures to a petition calling on the township board to put the plan into effect.

Counties Participate in Airport Program

Of the 800 airport improvement and construction projects listed by the Civil Aeronautics Administration as recipients of federal aid in 1947, 178 or about 22 per cent are sponsored by counties. These counties will receive continued assistance under the seven-year federal aid program administered by the CAA.

Counties also have benefited from disposal of the federal government's surplus airports. Of the 759 surplus airports declared to the War Assets Administration, 129 have been granted to counties.

Counties receiving approval for federal grants must assume their proportionate share of the cost of construction and maintenance of the airports. The federal share of construction cost is 50 per cent of the first \$5,000,000 and 5 per cent less for each additional \$1,000,000 to a minimum of 20 per cent on expenditures in excess of \$11,000,000. The federal government will bear 25 per cent of the cost of land acquisition, and somewhat more in those states in which public and non-taxable Indian lands exceed 5 per cent of the total area. Fair distribution of funds among states is provided in the federal airport act which specifies that 75 per cent of the appropriations shall be apportioned among states on the basis of area and population.

Annual Conferences of County Officials

The annual conference of Kentucky County Tax Commissioners was expanded this year into a four-day school. It was held in close collaboration with the University of Kentucky and covered in detail legal and practical problems of methods of assessment for various classes of property. A

demonstration appraisal of a farm was given by an appraisal expert.

The Wisconsin County Highway Commissioners Association and the Wisconsin County Highway Committee Members Association held a joint three-day meeting June 10-12. The chief feature was an address by ex-Governor Stassen of Minnesota.

California Counties Act on Manager Plan

Riverside County, California, is conducting examinations to fill the new position of county administrative officer which has been established to organize and administer an integrated personnel program for the county and to prepare an annual budget for the board of supervisors. Riverside County employs almost 1,000 persons.

The manager plan is being strongly urged for Stanislaus County, California, by civic organizations and newspapers. The city of Modesto in the county is currently in process of selecting a free-holders' group to draft a manager charter.

Justices of Peace Secure Training

As an alternative to the complete abolition of justice of peace courts, efforts are being made in several states to improve their administration. Twenty Pennsylvania counties recently have conducted schools on civil and criminal law for the justices. In Florida plans are being formulated to train justices at the University of Florida. New York is planning to use its schools on a similar program.

Oregon has adopted a reform of a different nature by enacting a law placing all justices on a salary basis and authorizing boards of county commissioners to provide them with court rooms and office space.

Public Health Consolidation Continues

The trend toward consolidation of public health units for more effective operation apparently is continuing to meet with success. Las Animas and Huerfano Counties are the first counties in Colorado to operate under a recently passed statute permitting complete consolidation. A resolution creating the two-county health unit was approved by both county boards and a new seven-man board has been named to supervise the activities of the unit. A joint district has been operating for nearly a year with regular staff nurses and offices in each county, but the new action effects a more complete integration of the unit.

A proposal to consolidate the health departments of the city of Seattle and King County is being studied by both city and county officials. Partial consolidation already is effected in that tuberculosis and venereal disease clinics are being operated by the city for both city and county.

City and County Election Commissioners Combine

In accordance with provisions enacted by the Kansas state legislature, election commissioners of Kansas City and Wyandotte County have combined their offices as of July 1 with quarters at the county courthouse.

Joint Purchasing Commission Proposal Received Favorably

A proposal for the formation of a joint purchasing commission for the city of Superior, Wisconsin, Douglas County, the board of education and the board of vocational education has been recommended to the county board by its finance committee. The program, evolved by City Manager William J. Deegan, Jr., of Superior, may save up to \$100,000 per year.

Taxation and Finance*Edited by Wade S. Smith***City Income Taxes
Suffer Defeat*****Rejected by Minneapolis
Voters and Missouri Court***

A CITY income tax proposal, with the proceeds earmarked for schools, was decisively defeated by Minneapolis voters at an election June 9. The tally was better than two to one against the measure.

The submission of the tax proposal was the result of demands for higher wages by teachers in the Minneapolis school system last fall, and the entire proceeds of the proposed 1 per cent gross income tax would have been dedicated to school purposes. The measure provided, however, that charges for principal and interest on school debt were to be a first charge on collections and that the second charge would be the requirement for teachers' retirement obligations. Since these expenses are now financed from property taxes, initial collections would have merely replaced property taxes rather than provide new revenues.

The Minneapolis Taxpayers' Association had estimated that the net proceeds of the tax would be about \$4,900,000, going approximately \$1,840,000 for debt service and, \$1,290,000 for pension costs, leaving \$1,770,000 available as additional income for operation and maintenance. School officials had forecast that if the tax were not approved Minneapolis schools would have to close late in 1947.

Finis was also written during the summer to the income tax plans of another city, when the Missouri Supreme Court upheld a ruling of the

lower court that the St. Louis municipal income tax was unconstitutional.

***New State Sales Taxes
in Operation***

Since July 1 sales taxes have been in collection in 27 states. The two newcomers are Connecticut and Rhode Island, whose legislatures this year provided gross receipts excises which became effective at the mid-year.

Connecticut's 3 per cent gross receipts tax applies to all sales of tangible personal property within the state (except for food, children's clothing, medicines sold on prescription, periodicals, cigarettes, gasoline and sales to governmental units) and is matched by a 3 per cent use tax on articles brought into the state. Returns will be filed quarterly. The tax is scheduled to expire June 30, 1951. Yield is expected to be \$26,000,000 annually.

Rhode Island's tax was enacted as part of an omnibus measure which also increases the gasoline tax from three to four cents per gallon, raises the cigarette tax from two to three cents a package, doubles the tax on unincorporated businesses, raises the levy on still wines from five to twenty cents per gallon, and increases the tax on gross earnings of telephone companies from 6 to 7 per cent. The sales tax is at the rate of 1 per cent, and is supplemented by a use tax of like amount. The measure with its various revenue increases is expected to provide the state with \$12,280,000 new money annually.

Michigan voters have approved a state constitutional amendment which authorizes the state to return to municipalities and schools one-third

of its 3 per cent sales tax receipts. It is estimated that the municipal share will be around \$51,600,000 per year.

Nebraska Abolishes Precinct Assessor

With the passage of a Nebraska measure eliminating the elective office of precinct assessor, more than 3,400 assessment districts will have been eliminated by legislative action in Iowa¹ and Nebraska this year.

The Nebraska law, which becomes effective in 1951, provides full-time assessors for most Nebraska counties and eliminates the office of 962 elected precinct assessors in all counties, leaving only the 26 least populous counties without full-time assessors. The new law provides that county assessors would hire assistants to do the work now done by the elected precinct assessors, according to the National Association of Assessing Officers. The measure also increases penalties for failure to make complete reports of personal property for taxation.

Other significant legislation affecting assessors was enacted this year in Nevada where the legislature created the new position of chief valuation consultant to supervise assessment procedures. The post was established within the State Tax Commission. Nevada's legislation permits the commission to employ four assistants to aid the valuation consultant in reviewing assessments of county assessors and in developing procedures that will result in the equalization of property values throughout the state.

California Finances Highway Program

New highway revenues totaling \$64,000,000 annually are expected to

be raised under a California highway improvement program enacted into law late in the spring.

The law provides for an increase of one and a half cents per gallon in the gasoline tax, raises truck fees and motor vehicle registration fees, and imposes a new driver license fee of two dollars for four years. Including income from revenue measures already in effect, the program is expected to make available about \$91,000,000 a year in funds for construction. Of this \$18,500,000 will be for city streets and county roads.

Atlantic City Tries Sales Tax Again

Atlantic City, New Jersey, which has been rebuffed by the courts in the past in its efforts to impose a city sales tax, is trying again under an amended law thought to meet the court's objections. This time the tax is a selective sales tax, expected to yield about \$1,500,000 each year. The ordinance, approved by the voters, provides for a two-cents per pack tax on cigarettes and a tax of 3 per cent on retail sales of liquor, tobacco products, amusements, hotel room rentals, theatre admissions and rentals of rolling chairs and cabanas.

Roanoke Realty Sales Tax under Fire

The tax of one per cent on real estate sales, adopted by Roanoke, Virginia, earlier this year and expected to yield about \$60,000 annually, has been contested by the Roanoke Real Estate Board which has brought a test case to have the law ruled unconstitutional.

State Tax Collections Reach Record High

State receipts from sales, gasoline and tobacco taxes reached new peaks in the first three months of 1947. The

¹See the REVIEW, June 1947, page 351.

rate of increase in collections, however, has decreased.

Tax collections rose sharply immediately after the war as a result of increased supplies and subsequent increased spending. Now, however, a leveling off process is under way.

Revenues from the general sales, use and gross receipts tax showed the biggest gain, according to the Federation of Tax Administrators. These taxes, levied last year by 23 states, totaled \$319,000,000 for the first three months of 1947. This amount was 23.6 per cent more than the \$258,000,000 recorded for the corresponding period in 1946, and 42 per cent more than the \$224,700,000 collected in 1945. Receipts rose by 30 per cent or more in ten states: Arizona, California, Colorado, Iowa, Michigan, North Carolina, North Dakota, Ohio, South Dakota and Wisconsin.

State taxes on motor fuels totaled \$275,700,000 for the first quarter of 1947. This is an 18.9 per cent rise over the \$231,800,000 recorded for 1946 and 56.9 per cent increase over the \$175,700,000 collected during the same period in 1945. Kansas revenues from this source rose 47.7 per cent during the past year while six other states—Mississippi, New Hampshire, North Dakota, Oregon, Pennsylvania and Virginia—reported increases of 25 per cent or more.

Cigarette and tobacco tax collections by 31 states for the first quarter of 1947 amounted to \$57,500,000. This amount is 8.3 per cent higher than the corresponding 1946 collection of \$53,100,000 and is 87.9 per cent over collections during the first quarter of 1945. A record rise of 46.5 per cent in Illinois is partially attributed to a one-cent tax increase on January 1.

Eight other states reporting increases of 10 per cent or more in 1947 collections are Arizona, Arkansas, Idaho, Iowa, Mississippi, New Hamp-

shire, North Dakota and Rhode Island.

Higher Subway Fare for New York?

While New Yorkers have broiled in the summer's typical sultry weather the O'Dwyer administration kept itself warm playing with the city's supposedly hottest political issue, abandonment of the five-cent fare.

By early July it appeared that the mayor was ready to recommend to the Board of Estimate and Apportionment adoption of the Transit Commission's study commission recommendation for a fare of eight cents straight or two rides for fifteen cents. As the month closed, however, the plan was for a five-cent fare during rush hours and a ten-cent fare in "off" hours. At its meeting July 31, however—the last prior to the deadline necessary for action if the fare rise was to go on the November ballot—the Board of Estimate ducked the question for "further study." Since the mayor has said there will be no fare rise without a referendum, only a special election can now effect a change before the fall of 1948.

Tax Studies Authorized

Five state legislatures have authorized tax studies recently, reports the Federation of Tax Administrators.

In Georgia a committee will study the state tax structure and propose needed amendments. Tennessee has also provided for a study of its tax system.

A fifteen-member commission in Utah will study finances of the state's municipal governments.

Virginia has authorized a study of both state and local taxation and North Carolina's Department of Taxation will study its statutory license schedule with a view to greater uniformity.

Researcher's Digest

Edited by John E. Bebout

Constitution Revision Stirs Researchers

Studies Made in New Jersey, Louisiana and Elsewhere

THE QUESTION of constitutional revision is under serious discussion in several states, with the result that official committees and other research groups have made numerous studies available.

In New Jersey, where a constitutional convention is sitting at Rutgers University, New Brunswick,¹ **The Governor's Committee on Preparatory Research for the New Jersey Constitutional Convention** (Trenton), Sidney Goldmann, chairman, has issued the following monographs prepared by individual authors under the co-ordination of the committee:

Administrative Agencies, Their Status and Powers, by Joseph M. Jacobs.

Amendment and Revision of State Constitutions, by John J. George.

The Appointive Power—Tenure, Removal and Confirmation of Officers (Excepting Judicial Officers), by Amos Tilton.

Bill of Rights, by C. William Heckel.

Civil Service, by William S. Carpenter.

Constitutional Limitations on the Creation of State Debt, by Amos Tilton.

Courts of New Jersey, Part I, The Present System, by Joseph Harrison.

Courts of New Jersey, Part II, The 1944, 1942 and 1909 Proposals, by Alfred C. Clapp.

Courts of New Jersey, Part III (A) Chancery in a Unified Court System, by Israel B. Greene.

Courts of New Jersey, Part III (B) Probate Courts in a Unified Judicial System, by Joseph Weintraub.

The Courts of New Jersey—Part III (C) Law Courts in a Unified Judicial System, by G. Dixon Speakman.

Courts of New Jersey, Part VI, Problems of Judicial Selection and Tenure, by Evelyn M. Seufert.

Courts of New Jersey, Part VII, Judicial Administration, by Morris S. Schnitzer.

Desirability of Constitutional Provision for Registration of Voters, Morris M. Schnitzer.

Excess Condemnation, by Francis W. Hopkins.

The Governor—Constitutional Power of Investigation and Removal of Officers, by Abram S. Freedman.

The Governor — Qualifications, Election, Term, Vacancy in Office, Succession, by Bennett M. Rich.

The Governor's Veto Power, by Sidney Goldmann.

Home Rule, by Henry W. Connor.

The Judicial Council, by Evelyn M. Seufert.

Legislative Initiative and Referendum, by L. Ethan Ellis.

Legislators — Qualifications, Term of Office, Salaries, Method of Filling Vacancies, by Eugene T. Urbaniak.

The Legislature—Investigations, by Sidney Goldmann.

The Legislature—The Legislative Council, by William Miller.

The Legislature — Lobbying, by William Miller.

The Legislature: Qualifications, Term, and Compensation of Legislators; Sessions, Organization and Procedure, by William Miller.

Organization of Courts, by Roscoe Pound.

¹See also page 452, this issue.

Procedural Limitations on the Legislative Process in the New Jersey Constitution, by Thornton Sinclair.

Should There Be a Constitutional Provision Limiting or Forbidding Mandatory Legislation Regarding Local Spending?, by Eugene E. Agger.

The Single Budget, Single State Fund and Single Fiscal Year, by George C. Skillman and Sidney Goldmann.

State Administrative Organization and Reorganization, by Leon S. Milmed.

Suffrage and the Constitution, by Richard P. McCormick.

Taxation—The Tax Clause, by Aaron K. Neeld.

What Should a Constitution Contain?, by W. Brooke Graves.

Zoning, by Francis C. Hopkins.

Reports and Proposals of committees of the New Jersey Constitutional Convention include those of the committees on Executive, Militia and Civil Officers; Judiciary; Legislative; Rights, Privileges, Amendments and Miscellaneous Provisions; Taxation and Finance.

The **New Jersey Committee for Constitutional Revision**, which represents the leading civic organizations working for revision, has also issued a number of mimeographed reports in aid of the convention through its committee on research and drafting, John E. Bebout, chairman. The reports include tentative drafts of articles or sections on the courts, state administration, revision and amendment, local government and mandatory laws, acting governor, investigations, faithful execution of the laws and other matters. There are also explanatory statements on a number of the subjects covered. A special memorandum deals with the effect of provisions in state constitutions which require a periodic vote on the calling of constitutional conventions.

The **Louisiana Central Research Staff Constitution Revision Project**,

Kimbrough Owen, director of research, has issued a *Constitutional Revision Project Handbook of Information* and the following reports:

Amending Process, Apportionment, Bicameralism vs. Unicameralism, Bill of Rights, Charts on Administrative Organization, City and County Home Rule, Civil Service, Comparison of the Constitutional Executive Offices of Louisiana with Those of Other States, Comparison of the Executive Functions of the Forty-Eight States,

Constitution of Georgia 1945, Constitution of Missouri 1945, Constitutional Limitations on State Indebtedness, Constitutional Provisions for Administrative Offices and Agencies—The Missouri Manual, Constitutional Provisions for Home Rule, Constitutional Provisions for Judiciary in Ten States, Constitutional Provisions for Local Government Units, Criminal Libel—Prescription Against the State—Contempt of Court—Mortgages and Privileges—Recordation,

Dummy Candidates, Duties of the Constitutional Fiscal Officers of the Forty-Eight States, Federal Suffrage Cases, Headings and Cross-References of the Subject Index for State Constitutions, Judiciary, Judicial Council, Legislative Council, Legislature, Louisiana Revenues by Source and Dedication Fiscal Year 1945-1946,

Permanent Registration, Public Health Administration in State Constitutions, Right to Work, Rule-Making Power in the Courts, Selection of Judges, State Debt—A Comparative Study, State Expenditures, State Judicial Systems, State Revenues—A Comparative Study, Suffrage Provisions in Southern Constitutions, Tabulation of Special Tax Districts in Louisiana.

Edited by Albert B. Saye, associate professor of political science at the University of Georgia, a two-volume *Records of the Commission of 1943-*

1944 to *Revise the Constitution of Georgia* was published in 1946 "by authority of the state" (592 and 623 pages respectively).

The **Bureau of Public Administration of the University of Tennessee**, Lee S. Greene, director, has recently issued Volume One of *Papers on Constitutional Revision*, which includes the following discussions:

The Amending Process in State Constitutions, by Irby R. Hudson.

Constitutional Provisions for Certain County Administrative and Clerical Officers, County Home Rule, and Local Government Areas, each by C. C. Sims.

Judicial Functions of the Justice of the Peace under the Tennessee Constitution, by Dale F. Stansbury.

Municipal Home Rule, by Lee S. Greene.

Preferential Treatment in the Taxation of Articles Manufactured from Produce of the State and Revision of the Taxation Uniformity Clause in the State Constitution, each by Charles P. White.

Reorganization of Appellate Courts in Tennessee, by William H. Wicker.

Available also is the *Report of the Michigan Constitutional Revision Study Commission*, made to the governor in 1942 (variously pagged).

The **University of North Carolina's Bureau of Public Administration**, Christian L. Larsen, assistant director, has made *A Comparative Analysis of the Constitution of South Carolina* (seventeen pages).

New Publications in the Legislative Field

A Manual for Alabama Legislators, fourth edition, has been published by the **Legislative Reference Service of Alabama**. In a comprehensive well indexed 110-page pamphlet, useful facts about the operation of Alabama legis-

lative machinery are given. Chapter headings include sessions, membership, committees, rules, steps in enacting a bill, resolutions, amending the constitution, lobbying, etc.

The **Alabama Legislative Council** has issued *Report to the Legislature of Alabama Concerning Legislative Council and Legislative Reference Service Activities*. Alex S. Pow is director of both the council and reference service.

The **Kansas Legislative Council**, F. H. Guild, director, has made available its *Progress Report* for the first quarter of 1947.

Other legislative council reports include *Commitment of Epileptics* (eighteen pages) and *Merger of Educational and Building Funds* (fifteen pages) by the **Illinois Legislative Council**, J. F. Isakoff, director of research.

Aids for Lawmakers, A Survey of Legislative Reference Services and Legislative Councils, by George D. Smith, research associate, is the publication of the **Bureau of Public Administration of the University of Washington**, Donald H. Webster, director.

The **Bureau of Public Administration of the University of California**, Samuel C. May, director, has issued five of its *Legislative Problem Series*. *The Role of the State in Recreation*, by Louise A. Fietz, 29 pages, one dollar, describes "the existing recreation services now provided by agencies of the state government and proposals for a state recreation agency in California." *Veterans Benefits*, by Dorothy C. Tompkins, 50 pages, one dollar, outlines financial aid extended to veterans of World War II by California which has been judged to be "the number one state in its treatment of veterans." *A survey of Public Assistance Allowances*, by Bernice S. Meyer, 38 pages, one dollar, evaluates maximum and minimum public assistance allowances in California, analyzes provisions in California and other

states, and lists advantages and disadvantages of each. In *Administrative Reorganization in the States Since 1939*, by John C. Bollens, 49 pages, one dollar, Colorado, Michigan, Minnesota, Rhode Island and Virginia are singled out as those indicative of the principal state trends. *State Income from Horse Racing*, by Isaiah J. Shane, 21 pages, seventy-five cents, considers the major sources of state income from horse racing and distribution of this income in California, experience in other states, and arguments for and against heavier racing taxes.

The Institute of Government, University of North Carolina, Albert Coates, director, has issued a 1947 *Legislative Summary, General Assembly of North Carolina* (138 pages).

A Potpourri of Local Problems Discussed

The **Business Research Bureau of the University of South Dakota**, V. E. Montgomery, director, in cooperation with the **League of South Dakota Municipalities**, R. D. Falk, secretary, has issued a *Municipal Salary Survey of South Dakota* for the purpose of giving "municipal officials some information that will aid them in their attempt to work out salary scales that will provide similar salaries for similar jobs."

A *Progress Report of the Special Committee on Pollution Abatement of the Joint Legislative Committee on Interstate Cooperation of New York State*, Assemblyman Harold C. Ostertag, chairman, 74 pages, outlines "the broad implications of pollution" and its effect on the health, happiness and prosperity of the state's residents and includes recommendations for its elimination in New York State.

Water Resources, Their Use and Control in the State of Washington, the proceedings of the section on Water, Its Uses and Control, 11th Annual In-

stitute of Government, 1946, was issued in May 1947 by the **Bureau of Public Administration of the University of Washington**, Donald H. Webster, director. The 21-page publication includes the remarks made by qualified experts on water utilization, prevention of stream pollution, and the Washington state water code.

Another report issued by the bureau, in cooperation with the **Association of Washington Cities**, Joshua H. Vogel, acting executive secretary, is *Meat and Restaurant Inspection*, prepared by Ernest Howard Campbell, assistant director of the bureau. Model ordinances for meat and restaurant inspection for valley association cities and for King and Pierce Counties are included.

The **Alabama League of Municipalities** has issued a factual report on *Garbage Collection Practices in Various Alabama Municipalities*.

A *Housing Survey Report* on the adequacy, cost and desirability of housing in Connersville, Indiana, has been issued by the **Connersville Chamber of Commerce**, C. A. Parker, chairman of the housing committee.

The *Off-Street Parking Report, Central Business District, Philadelphia 1946*, eight pages plus charts, made by the **Philadelphia Committee for the Relief of Traffic Congestion**, William S. Canning, chairman, recommends that private interests be informed of the deficiencies in parking space by the Bureau of Traffic Engineering and that if these deficiencies are not remedied, the city council together with the redevelopment authority should be given power to acquire, control and make self-supporting off-street parking facilities.

The *Texas City Official*, a textbook for municipal officials in the general law cities and towns of Texas, by Lynn F. Anderson and Wilfred P. Webb, has been issued by the **Bureau of Municipal Research of the University of Texas**, Stuart A. MacCorkle, director.

Centralization in Reconstruction

Magnitude of Problem Too Great for Localities

A VEXATIOUS tendency towards "centralization" in administration of problems of reconstruction is discernible in France, according to M. Georges Marrane, mayor of Ivey-sur-Seine, president of the General Council of the Seine and president of the Union of Towns and Communes. Because of the magnitude of the task, the feeling that the burden should be spread throughout the state, and that it was too great for private enterprise, much of the planning for and financing of reconstruction has been forced upon the national authority in practically every country of western Europe including Great Britain, according to reports made at the 1946 conference of the International Union of Local Authorities in Brussels.

The extent to which the local community participates varies as between England, France, Belgium and the Netherlands, about in that descending order.

In England the Town and Country Planning Act of 1944 gave local authorities power to see that reconstruction was in accordance with good planning principles. When approved by the Minister of Town and Country Planning, land required for relocation of population or industry is declared subject to compulsory purchase in the course of redevelopment of the areas. This land is generally to be let on 99-year ground leases, which will in turn permit a fresh look at the area 99 years hence for the purpose of replanning and without the payment

of compensation for land or buildings. The necessary money will be raised by loans, together with grants from the central government to help carry the projects through the early stages and until the ground rents begin to accumulate.

Coordination in France

In France a decree of June 21, 1945, provides for coordination of local planning efforts with the general law on town planning, which latter is administered by the Ministry of Reconstruction and Town Planning. The ministry advises the municipal council on plans, including provision for technicians. In March 1946 departmental and local commissions of reconstruction were created giving freer and more effective means for bringing the local communities and their viewpoints into the working of the over-all plan.

For example, the departmental commission gives its opinion on the distribution of materials and on the use of quotas which have been distributed; it endeavors to promote the development of local manufactures; and it is consulted on everything connected with war damages, although the ultimate responsibility still rests with the central ministry. In fact, however, the local authorities are playing an important part in the reconstruction policy of the country. They initiate reconstruction and have charge of its execution, both as to work and financing.

At the time the war began, in 1940, Belgium had no national legislation dealing with town planning and housing. A 1940 decree of the central government, however, permitted the Commissionership General for the Restoration of the Country to designate the

local authorities which would draw up plans for reconstruction. Unskillfully applied, especially in relations with the local authorities, it tended toward centralization, and was unsatisfactory to the local authorities. During the occupation nothing was done to solve the problem, but when the war ended the state assured the communes that the extent of state interference would be limited to advice, suggestions and finally its review of local decisions.

The state undertook at its expense to clear away debris in affected areas and, in collaboration with the local authorities, it set up a service to restore damaged houses to a temporary fitness for habitation. It has also decided to bear responsibility for reparation of war damage to the public property of the communes and even to the authorities' private property so far as this is necessary for public purposes. In addition the state bears the costs of the measures of expropriation which communes must employ to improve their damaged districts and pays part of the fees of authors of various plans, covering the whole expense for communes suffering damage during the war.

Netherlands' Plan

In the Netherlands the organization of the departments of the Body of General Commissioners for Reconstruction, charged with general responsibility for reconstruction, is as follows: The country is divided into 47 districts, to each of which is attached a building office—state offices, entrusted with carrying out part of the ministry's task. The functions of the Body for Reconstruction are extensive, including preparation and direction of plans for re-establishing communication, means of transport, drainage of flooded areas, etc.; planning for devastated towns; approval

of all work connected with canal, railways, roads, civil and utilitarian buildings; dispossession where necessary; and control of manufacture, management and sale of building materials. The result is that the organization is to some degree omnipotent in the sphere of reconstruction and the building industry. In many localities officials of the local authorities' technical departments have been incorporated with the governmental building office, working closely together. Where this is effective, the centralizing tendency is not too burdensome.

Britain Tries New Salary and Service Plan

The new system of salary scales and "conditions of service" for local government employees in England and Wales, drawn up by the National Joint Council for Local Authorities' Administrative, Professional and Technical Services and introduced in April 1946, has now had more than a year of trial.

While the new system is not compulsory on local authorities, its advantages were quickly recognized, reports the *South African Municipal Magazine*. By January 1947, less than nine months after its introduction, it had been adopted by more than 83 per cent of the major local authorities, including 58 of the 62 county councils, 80 of the 83 county boroughs, 27 of the 29 metropolitan boroughs, and by the non-country boroughs, urban districts and rural districts in like proportion. Ninety-eight other authorities—joint planning committees, catchment boards, joint hospital boards—also adopted the scheme in the same period.

The plan deals with recruitment and training, standard conditions of service, national salary scales, official conduct and rights of appeal.

How it Works. The plan is worked through a system of Whitley Councils. At the highest level is the National Joint Council, whose independent chairman is appointed by the Minister of Health, who is chiefly responsible for local government matters. It contains 30 representatives of employers, fifteen representatives of the various national employee organizations and fifteen representatives of the staff sides of the Provincial Councils.

There are fifteen Provincial Councils the membership of which follows the same general pattern, although the actual number of members varies with the circumstances in the areas served.

The scope of coverage of employees is virtually complete, except for clerks of local authorities, employees with basic salaries over £700, other employees for whom there already exists some form of industrial council, and part-time employees.

Functions of the Joint Council. The functions of the Joint Council are, generally, consideration of salaries, wages and working conditions, settlement of disputes between staff and employers, collection of statistics, health and welfare work, encouragement of training in and study of methods in the public service.

Provincial Councils consider matters referred to them by the National Council, and take executive action within their areas on decisions of the National Council.

To supplement these two levels of service, many local authorities have formed joint staff committees to discuss matters relating to staff, including application of the new scheme of conditions of service.

Thus there is a three-level system, which makes it possible to work on these problems in the smallest area,

and for these smallest areas to put forward their views for consideration as part of the national policy.

Local Governments in India Protest Sales Tax

A resolution passed unanimously by the Maharashtra Divisional Conference of Local Bodies in January takes issue with the imposition of the sales tax in India. "This conference," says the resolution in part, "is of opinion that the imposition of sales tax has dealt a further blow to finance of local bodies who are not exempted from the payment thereof on the purchases made by them and thereby have raised their expenditure on purchases by 3½ per cent. This is a very regrettable feature which should have been foreseen and local bodies should have been exempted from the operation of the tax. It is now high time that these exemptions are granted soon.

"A more bitter complaint, however, in respect of the sales tax is that government have made no provision for giving any share of the proceeds of sales tax to local bodies and have thereby deprived them of a source of income which local bodies in foreign countries are enjoying."

Stockholm Investigates Floating Airdrome

A floating airdrome may be the solution to the growing need for bigger and more modern facilities for airplanes at Stockholm, reports the American-Swedish News Exchange. A committee appointed by the Swedish Academy of Engineering Science will go to England to study the problem. If the plan should materialize, the huge airdrome would be anchored in the Stora Vartan Bay, near the capital.

Books in Review

Systematic Politics. By Charles E. Merriam. Chicago, University of Chicago Press, 1945. xiii, 349 pp. \$3.75.

The author of this book has been a member of the Chicago city council, a reform candidate for mayor and a member of several important federal commissions—a practical man. On the other hand he is a Chicago University department head, highly perceptive and articulate, and conversant with theory. A rare combination that makes him an authority in a field where authorities are few!

In this volume he systematically dissects the institution of government, disclosing its infinite human and mechanical diversity, until all its parts lie on the floor like a completely disassembled motor car. In the process he finds fresh comment to make on many things that have been out of the lay view of most of us and traces many a squeak of the mechanism of democracy with a sure and confident hand. He complains of the infinitude of the subject and describes his performance as a mere sampling but I doubt if any other modern has made a more comprehensive catalogue of the phenomena. He concludes eloquently in stating a reasoned faith in liberty and democracy, looking forward to "Free men—in free states—in a free world."

RICHARD S. CHILDS

1947 Supplement to Where Cities Get Their Money. By A. M. Hillhouse. Chicago 37, Municipal Finance Officers Association of the United States and Canada, 1947. 34 pp. \$1.50.

Nearly two years ago the Municipal Finance Officers Association sponsored a fairly ambitious and worthwhile study of city revenues other than the general property tax. Prepared by

A. M. Hillhouse in collaboration with Muriel Magelssen and others of the association's staff, the volume was published as *Where Cities Get their Money*. The present modest volume supplements the earlier work in the sense that it provides a list of additions and changes since 1945. It follows the same classifications and revenue groupings used in the earlier work, but lacks the analytical comment present in the 1945 volume. The supplement does not stand alone, but those possessing *Where Cities Get their Money* will find it useful in checking to discover which of the major cities have explored new revenue fields since 1945.

W. S. S.

Municipal Year Book 1947. Edited by Clarence E. Ridley and Orin F. Nolting. Chicago 37, International City Managers' Association, 1947. x, 550 pp. \$8.50.

You can learn a great deal about your own city by finding out what other cities are doing. The *1947 Year Book* is the first place to look for such information. In addition to a vast amount of statistical material on types of local government, local activities and local finances, there are articles reviewing city activities and pointing to current trends and emphasis in municipal government.

This year the editors have recognized the revived interest in pay scales, revenues and home construction by compiling new information in those fields. A new table in the personnel section lists comparative wages for a number of typical city jobs. This section should prove especially useful since the information is reasonably current and the job descriptions used in gathering the data are included.

The revenue section contains new information on non-property tax yields and a table outlining sewer rental practices and revenues. The planning section for the first time lists the improvements required of developers before subdivisions are approved.

As in previous volumes regular sections are kept up to date. Among these the hospital and airport sections have been considerably enlarged.

There are limitations to the usefulness of comparative statistics. If you haven't consulted these volumes before—this is the fourteenth edition—you will be wise to read the section on "How to Use the Year Book."

The commendable practice of presenting new information of current interest necessitates the elimination of some material contained in previous volumes. Reference to such material, when still useful, is in the index.

The continuous additions and revisions of the material results in a better and more useful reference book. However, it tends to diminish the usefulness of the volumes as a source of statistics over a period of years. The data is not always comparable from year to year. This fault is a minor one.

On the whole, it would be hard to find a reference volume in any field so comprehensive, so informative, and so easy to use as the 1947 *Municipal Year Book*.

HENRY W. CONNOR, *Director*
Bureau of Municipal Research
Newark, New Jersey

Additional Books and Pamphlets

(See also Researcher's Digest and other departments.)

Administration

Administrative Management in the

Government of the United States. Report of The President's Committee on Administrative Management. Chicago 37, Public Administration Service, 1947. v, 47 pp. \$1. (Reproduced in facsimile by arrangement with the United States Government Printing Office.)

Assessing

Guide for Use of Assessors. Augusta, Maine Bureau of Taxation, 1947. 132 pp.

Education

The Codification of the School Laws; School Subsidies. Reports Nos. IV and V of the School Commission of the General Assembly of the Commonwealth of Pennsylvania. Harrisburg, the Commission, 1947. 30 and 47 pp. respectively.

A Key to Better Education. Based on Findings of the National Commission on School District Reorganization. Washington 6, D. C., National Commission on School District Reorganization, 1947. 16 pp. (Apply National Education Association, Washington 6, D. C.)

A Look at Our Schools—What Modern Public Education Is Doing. By Paul R. Mort and William S. Vincent. New York 10, Cattell and Company, Inc., 1946. x, 115 pp. \$2.

Elections

Elections in Many Countries and Their Influence on Democratic Government. Annual Report for the Year 1946-1947. London, S. W. 1, Proportional Representation Society, 1947. 28 pp. 6d.

State Proposals Voted Upon in 1946. By Richard C. Spencer and Anna A. Meck. Washington 25, D. C., U. S. Department of Commerce, Bureau of the Census, 1947. 31 pp.

Government and Politics

Essentials of American Government (Fifth Edition). By Frederic A. Ogg and P. Orman Ray. New York, D.

Appleton-Century Company, 1947. vi, 728 pp. \$4.25.

White's Political Dictionary. By Wilbur W. White. Cleveland and New York, World Publishing Company, 1947. 378 pp. \$3.50.

Highways

An East-West Freeway for Essex County, New Jersey. Newark, Joint Council of Municipal Planning Boards in Essex County, 1947. 16 pp. illus.

Intergovernmental Cooperation

TVA Cooperative Relationships. Knoxville, Tennessee Valley Authority, 1946. 88 pp.

Labor and Industry

City Plans for Promoting Industrial Peace. By Roy H. Owsley. Chicago 37, American Municipal Association, 1947. 32 pp. \$1.50.

Military Government

American Military Government in Germany. By Harold Zink. New York, The Macmillan Company, 1947. 272 pp. \$4.

Municipalities

Administering a Great City. By Paul L. Ross. (Address before Municipal Forum of New York.) New York, the Forum, 1947. 10 pp. 50 cents. (Discounts on quantity orders, apply John A. Keane, 30 Pine Street, New York.)

Chicago. By Dun & Bradstreet, Municipal Service Department. New York 8, Dun & Bradstreet, 1947. 48 pp. maps.

Digest of 1947 Laws Affecting Towns. Albany, Association of Towns of the State of New York, 1947. 36 pp.

Directory of Michigan Municipal Officials 1947-48. Ann Arbor, Michigan Municipal League, 1947. 67 pp. \$3.

Our Cities Today and Tomorrow. By Luther Gulick. (Address before Municipal Forum of New York.) New York, the Forum, 1947. 18 pp. 50 cents. (Discounts on quantity orders, apply

John A. Keane, 30 Pine Street, New York.)

Rules and Regulations of New York City Agencies. New York City, Corporation Counsel, 1947. 698 pp. \$2.50.

Press and Radio

A Free and Responsible Press. A General Report on Mass Communication: Newspapers, Radio, Motion Pictures, Magazines and Books. By The Commission on Freedom of the Press, with a Foreword by Robert M. Hutchins. Chicago, University of Chicago Press, 1947. xii, 139 pp. \$2.

The People Look at Radio. Report on a Survey Conducted by the National Opinion Research Center of the University of Denver, Analyzed and interpreted by the Bureau of Applied Social Research of Columbia University. By Paul F. Lazarsfeld and Harry Field. Chapel Hill, University of North Carolina Press, 1946. ix, 158 pp. \$2.50.

Slums

America Can Not Afford Slums. Washington, D. C., The United States Conference of Mayors, 1947. 24 pp. illus.

Smoke Abatement

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